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ABSTRACT

This report presents the findings of a review of 45 selected references on issues associated with high risk students and dropouts. The literature was analyzed according to: (1) the manner in which high risk students and dropouts are characterized; (2) the suggested causes and conditions driving the problems of high risk and dropping out; (3) the demographic projections at the State and national level and their implications; (4) the value position reflected in the research on high risk students; and (5) current educational reform implications for high risk students. The major conclusion was that the grave problems of high risk and dropout students will become even worse as their numbers increase through demographic changes and the failure of educational policy and practices to adequately address many of the causes and conditions of the problem. The inability of policy makers and practitioners to mitigate these causes and conditions stems from the failure to incorporate data into policy decisions regarding program direction and resource allocations. Two recommendations are offered: (1) the data used for policy making should be derived from interactional research models integrating personal/sociocultural and school-related factors; and (2) interactional research models should provide for examining policies and procedures of city councils and other local legislative bodies which may have an impact on educational facilities and services. The document is physically organized into five sections, as follows: (1) executive summary (p.1); (2) review and discussion (p.2-30); (3) annotated bibliography of the 45 references (p.31-52); (4) lengthy 2-3 page abstracts of the 45 references (p.53-156); and (5) profiles of 10 effective programs (p.157-177). (KH)

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Policy Studies in Language and Cross Cultural Education

College of Education

San Diego State University

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A SELECTED REVIEW OF THE LITERATURE ON FACTORS AND CONDITIONS DRIVING THE HIGH RISK AND DROPOUT PROBLEM

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A SELECTED REVIEW OF THE LITERATURE ON FACTORS AND CONDITIONS DRIVING THE HIGH RISK AND DROPOUT PROBLEM

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January 1987

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I. EXECUTIVE SUMMARY

The review of the literature on high risk students and dropouts examined whether researches assumed the value position that the causes and conditions driving the problem were: 1) rooted in the personal and sociocultural background of the students themselves, 2) derived from organizational and structural requirements of the educational institution and setting, or 3) the result of an interaction between personal and school-related factors.

The importance of making this determination lies in the power which collective, well-organized, and readily accessible bodies of information -- regardless of quality and accuracy of content -- have for affecting policy makers and practioners under pressure to provide immediate solutions to complex problems. The orientation of the body of literature associated with high risk students and dropouts has the potential for affecting policy decisions and subsequent practices and programs for years to come. It is for these reasons that the literature has been examined and analyzed regarding the value position it promotes.

In order to identify the value position promoted, the literature was analyzed according to: 1) the profile in which high risk students and dropouts are characterized, 2) the suggested causes and conditions driving the problem of high risk and dropping out, 3) the demographic projections and implications for educational institutions and society, 4) the levels of significance in the research findings and 5) the indicated policy responses.

RESULTS

PROFILE OF HIGH RISK STUDENTS AND DROPOUTS

1.0 High risk students and dropouts are profiled according to personal/sociocultural background, academic variables and school-related factors. While earlier research focused almost exclusively on the personal/sociocultural background of students, the present body of literature defines high risk students and dropouts according to academic variables and school related factors. This represents a strong shift in perspective and tacitly implies an awareness that the problem is related to a number of factors which are within the educational institutions themselves and are therefore subject to change through modification of existing policies and practices.

1.1 PERSONAL AND SOCIOCULTURAL BACKGROUND FACTORS. The literature profiling high risk students and dropouts in terms of personal and sociocultural background describes them according to: language dominance, socioeconomic status, gender, family structure and values, and ethnicity.

1.2 ACADEMIC VARIABLES AND SCHOOL-RELATED FACTORS. The high risk students and dropouts profiled in terms of academic variables and school-related factors are described according to: standardized test scores, age relative to grade (or being overage for grade), basic skills acquisition relative to grade level and to other student populations, grade point average, representation in remedial versus gifted programs, representation in state and federal entitlement programs, and English language proficiency.

CAUSES AND CONDITIONS DRIVING THE HIGH RISK AND DROPOUT PROBLEM

2.0 Causes and conditions driving the problem are related to the personal and sociocultural background of the students as well as associated with school related factors. The current body of literature acknowledges the impact of the former but emphasizes the role which the latter plays in creation of conditions of high risk which, if unmitigated, greatly increase the students' potential for dropping out of school. The literature also reflects an awareness that conditions generating the problem can be the result of an interaction between personal/sociocultural and school related factors.

2.1 CAUSES AND CONDITIONS ASSOCIATED WITH PERSONAL AND SOCIOCULTURAL FACTORS. The literature associating causes and conditions driving the problem with the personal and sociocultural background of the students and their families attribute those conditions to: marriage and/or pregnancy, feelings of alienation or dislike of school and school environment, histories of disciplinary problems and/or truancy, social and economic pressures, language dominance, ethnicity and gender.

2.2 CAUSES AND CONDITIONS ASSOCIATED WITH SCHOOL-RELATED FACTORS. The literature correlating causes and conditions with school-related factors attribute those conditions to: school facility factors such as school size, location, safety and attractiveness, as well as socioeconomic and ethnic composition of the school; programmatic factors such as curriculum tracking and ability grouping, as well as age/grade placement and grade repetition; and instructional factors such as teacher attitude and expectations, and language of instruction.

STATE AND NATIONAL DEMOGRAPHIC DROPOUT RATE PROJECTIONS: IMPLICATIONS FOR EDUCATIONAL INSTITUTIONS AND SOCIETY

3.0 The increasing dropout rates, the social and personal cost of dropping out and the social and economic spillover effects will impact everyone. State and national demographic projections indicate that an increasing number of high risk students will be entering public schools. These students come from poor, single parent households, are ethnically diverse, and many are limited English language proficient. Barring significant changes in demographic trends or in existing educational policies and practices, dropout rates can be expected to escalate, along with the associted personal and social costs. A sense of urgency is emerging as demographic data illuminates the potential for "spillover" effects which accompany increased dropout rates.

3.1 DROPOUT RATES: THE PRESENT PICTURE. The national dropout rate is estimated to be twenty-five to thirty percent. The average rate for California in 1982 was 31.4% percent (Class of 1982). The rate for Hispanic students in California is forty-five percent, with an estimated forty percent of this group leaving school before tenth grade. The dropout rate for schools located near urban centers is fifty percent. This figure is particularly significant for Hispanics, eighty-five percent of whom live in metropolitan arear. They are, in fact, the most urbanized and geographically concentrated of all ethnically diverse populations. Although there is no quantitative data available which identifies what percent of the total number of dropouts are "language minority youth" and "Hispanic English-dominant underachievers," qualitative data suggests the figure is quite high.

3.2 SOCIAL AND PERSONAL COSTS OF DROPPING OUT. Dropout rates are costly to schools in terms of lost Average Daily Attendance money. The problem is costly to both the state and federal government through expenditures on a combination of prevention, remediation and recovery programs. It is costly to the nation in terms of lost outputs in gross national product, public services, and labor force time. Finally, it is extremely costly to the individuals themselves, who must face the job market with a lack of basic skills and a future of underemployment, unemployment and potential relegation to second class citizen status.

3.3 IMPLICATIONS OF DEMOGRAPHIC PROJECTIONS: SPILLOVER EFFECTS. The social and economic well-being of the nation, state, and many regional and metropolitan areas are becoming increasingly dependent on the success educational institutions have in improving academic achievement levels of the poor and ethnically diverse students who will come to represent a greater percent of the population. As educational institutions fail to keep high risk students in school, and fail to prepare students with marketable skills, the effects of the dropout problem will spread and have an impact on everyone.

VALUE POSITIONS REFLECTED IN THE RESEARCH ON HIGH RISK STUDENTS AND DROPOUTS: INTERACTIONAL MODELS

4.0 Research on high risk students and dropouts supports the value position that the causes and conditions driving the problem derive from the interaction between personal/sociocultural characteristics of the students and the organizational, structural, and instructional requirements and expectations of educational institutions. This reflects a departure from the traditional position in which the root of the problem was associated with the background of students and their families. The significance of this change in value position is that it shifts the burden of responsibility from the student to a share responsibility involving educational policymakers, practioners, business and industry to enable school-based reform possible. Research findings provide sufficient information upon which to base policy decisions that can change from labeling and disempowering students to empowering students to succeed.

CURRENT EDUCATIONAL REFORMS: IMPLICATIONS FOR HIGH RISK STUDENTS.

5.0 The recent release of a number of major evaluations about the quality of education in the United States has been the catalyst for an educational reform movement, both statewide and nationwide. Appraisal of policies and practices stimulated by this movement indicates that there is cause for concern regarding the effect which new requirements may have on students who are already at risk under the old standards. There is particular concern in California that new curriculum standards and graduation requirements will increase rather than decrease dropout rates, unless assistance is provided to students and educational reform is tied to educational equity, equality and excellence.

SUMMARY

A thorough review of national, state and district studies on high risk students and dropouts leads to the conclusion that the situation is grave and will become more so in the future as the number of high risk students increases, both through the sheer force of demographic changes and the failure of educational policy and practices to adequately address many of the causes and conditions driving the problem. In addition, the inability of policy makers and practioners to mitigate these causes and conditions is not the result of an insufficiency of data on which to base policy decisions and program strategies, nor a lack of resources with which to address many of the school-related aspects of the problem. The inability stems rather from failure to incorporate these data into policy decisions regarding program direction and resource allocations.

RECOMMENDATIONS

1. The inability to stem conditions of high risk derives not from an insufficiency of data or resources, but rather from failure to incorporate data into decisions regarding program direction and resource allocation. It is therefore recommended that policy decisions be based on data results and that this data be derived from interactional research models integrating personal/sociocultural and school-related factors.

2. It is recommended that interactional research models make provision for examining policies and procedures of city councils and other local legislative bodies which may have an impact on educational facilities and services. Increased demands for public services, including education, and serious short-falls of public revenues with which to meet those demands, has led to implementation of policies which affect resource allocations in ways which may ultimately impact student achievement, thereby increasing conditions of high risk.

II. LITERATURE REVIEW

Introduction

A review of forty-six selected references on issues associated with high risk students and dropouts were examined. The literature was analyzed according to: 1) the manner in which high risk students and dropouts are characterized, 2) the suggested causes and conditions driving the problem of high risk and dropping out, 3) the demographic projections at the state and national level and implications for educational institutions and society, 4) value position reflected in the research on high risk students, and 5) current educational reform implications for high risk students.

A basic question was whether the literature supported or promoted specific policy value positions; thereby influencing persons responsible for formulating, implementing and evaluating policies, programs and practices affecting high risk students and dropouts. Value positions were taken as reflected in the causes and conditions behind the problem. These causes and conditions could be: 1) rooted in the personal and sociocultural background of the "victims" themselves, 2) derived from institutional organization, settings and requirements, or could 3) result from an interaction between "personal" and "school related" factors. The goal of the review was to establish whether the present course of direction taken with respect to high risk students and dropouts is adequate and will remain so in the face of projected demographic shifts, or whether some new course of action and point of intervention are required.

Profile of High Risk Students and Dropouts

The literature associated with high risk students and dropouts is divided into two categories. The first category identifies high risk students and dropouts as a single, distinct population characterized by a particular set of problems and issues. The second category includes high risk students, dropouts and other students in a broader category identified as "underachievers." The literature tacitly implies that underachievers will eventually become at risk or dropout. Therefore, the problems and issues affecting each group are indistinguishable, except by the timing of their occurrence.

Given the findings of a number of studies identifying underachievement as a predictor of, or having a strong correlation with, high risk and dropping out, and the inability of current policies, programs and practices to reverse the pattern of academic underachievement among Hispanic students, there is sound reason for utilizing this second broader category when profiling high risk students and dropouts (Arias, 1984; Austin Independent School District, 1983; Brown, 1984; Carter and MacFadden, 1980; Cervantes, 1982; Espinosa and Ochoa, 1984; San Diego Unified School District, 1985; and Steinberg,1982). The review of the literature which follows reflects this utilization and, therefore, incorporates data on underachievers.

High risk students and dropouts are profiled according to personal and sociocultural background, as well as in terms of academic variables and school-related factors. While the traditional emphasis in the literature has focused on the students, the current body of studies and information highlights school factors. High risk students and dropouts are characterized in terms of the factors which precipitate their risk condition and subsequent departure from school.

The literature examining personal and sociocultural background describes the students in terms of language dominance, socioeconomic status, gender, family structure and values, and ethnicity. Language background is one of several features of "differentness" which distinguishes high risk students from other students and is a factor in their subsequent departure from school (Camp, Gibbs, and Monogan, 1980). Low socioeconomic status of the student's family is another factor associated with students who dropout (Arias, 1984). Camp, Gibbs, and Monogan, in their 1980 work "School Dropouts - A Discussion Paper," confirm that "a higher proportion of youth from low income and working class families are dropouts."

State level data indicates that, in California, male and female students leave school before graduating with essentially the same frequency, but do so for different reasons and have substantially different employment records subsequent to leaving (Camp, Gibbs, and Monogan, 1980). District level data in both the Los Angeles Unified School District (LAUSD) and San Diego Unified School District (SDUSD), however, reveal that the ratio of male leavers to female leavers is higher within their districts and that they leave for distinctively different reasons than female students (Los Angeles Unified School District, 1985; San Diego Unified School District, 1985). LAUSD (1985) reports that the differences in ratio and reasons for dropping out hold true regardless of whether comparison is made at the site level or district level. In further contrast to the California data, Austin Independent School District reports that females within the same grade, at the same level of academic achievement, and within the same ethnic group are more likely to dropout than are male students (Austin Independent School District, 1983).

A California State Department of Education (1984) study indicates that the families of dropout students value the education of their children and hold many of the same aspirations for them as families of students who complete high school. The report also indicates that families are fully cognizant of the consequences which dropping out will have for their children. This finding is substantiated in a report by the Superintendent's Council on Hispanic Affairs (1985). An article examining the dropout problem nationwide suggests that the difference between families has less to to do with values, attitudes, and aspirations the families hold for their children and more to do with household structure. The article reports that dropouts are more likely to come from single parent households than are their counterparts who "stay-in" through graduation (Education U.S.A., 1986). The Superintendent's Council on Hispanic Affairs (1985), however, suggests that family values and structure are secondary as factors when compared to the risk created by implementation of educational policies that have not been analyzed for their potential negative impact on high risk students.

When examined by ethnicity, national, state and district level data reveal that Hispanics have the highest attrition rate of all student populations (Arias, 1984; Superintendent's Council on Hispanic Affairs, 1985; and Los Angeles Unified School District, 1985). Nationally, the attrition rate for Hispanic students is forty-five percent, in comparison with twenty-one percent for Anglo students (Mann, 1986). Forty percent of all Hispanic students who leave school do so before reaching tenth grade (National Commission on Secondary Education for Hispanics, 1984). In California, the attrition rate for Hispanics is estimated to be forty-five to fifty percent, but as high as seventy percent in "some of the more racially segregated and economically impacted communities" (Superintendent's Council on Hispanic Affairs, 1985). Attrition rates in "schools which are located near urban centers" is approximately fifty percent; a significant finding in light of demographic data which indicates that Hispanics are the most highly urbanized population in the United States (National Commission on Secondary Education for Hispanics, 1984). District level data indicates that Hispanics comprise forty-three percent of all school leavers (Los Angeles Unified School District, 1985).

Literature profiling high risk students and dropouts according to school-related variables describe them according to: academic achievement, grade relative to age (overage for grade level), basic skills level (relative to grade level and to other student populations), grade point average, representation in remedial versus gifted programs, percentage enrolled in state and federal entitlement programs, and English language proficiency.

Hispanic students are described in national level data according to the number of years that they lag behind in national achievement norms. Arias (1984) notes, in "The Status of Educational Attainment of Chicano and Mexican Student," that Hispanics lag four years behind compared to the norm. With respect to state standardized tests, San Diego County reports that at the end of third grade seventy-five percent of all Hispanic students "are scoring below grade level and remain underachievers throughout their school experience" (Rodriguez, 1985).

High risk students have also been profiled according to age relative to grade. National level data indicates that approximately twice as many Chicano and Mexican students aged fourteen to twenty are enrolled at least two years below their expected grade level (Arias, 1984; Hirano-Nakanishi, n.d.). In a study of Hispanic underachievers in California, Cervantes (1982) found that "Hispanic students have three times the overageness when compared to Anglo students." At the district level, Los Angeles Unified School District reports that being overage for grade is more often cited as a reason for leaving school among male students than among female, and is more often likely to be the cause of students departure during the eleventh and twelfth grade than it is during the tenth grade (Los Angeles Unified School District, 1985). Austin Independent School District (AISD), however, reports that grade relative to age is equally significant as a contributing factor for female early school leavers as it is for male leavers. In its district-wide study of dropouts, AISD found that over fifty percent of all Hispanic males who dropped out were one or more grades below the level expected for their age, as were fifty percent of female dropouts, regardless of ethnicity.

High risk and dropout students are characterized in the literature in terms of their basic skills level. They have been profiled by skill level relative to grade, and relative to skill level of other student populations. According to national data, Hispanic students aged nine to thirteen score "lower at statistically significant levels" than their Anglo counterparts in math, reading and "educational development" (Nielsen, 1981). Data analyzed for the state of California reveals that the number of Hispanic students reading below grade level is twice that of Anglo students and, conversely, the number of Hispanics reading above grade level is only half that of Anglo counterparts (Espinosa and Ochoa, 1984). In San Diego County seventy-five percent of all Hispanic students are scoring below grade level on the California Achievement Profile test (Rodriguez, 1985).

Grade point average has been utilized at the district level in both Texas and California in profiles of early school leavers. Austin Independent School District (1983) found that "grade point average is the single best predictor" of early school leaving in its district study on dropouts. San Diego Unified School District (1985) notes that, for all of the students for whom data were available, over fifty percent of those who left prior to graduation had grade point averages of 1.5 out of 4 at the time of their departure and would have averaged a 1.0 when projected over a four year period. Survey results in Los Angeles Unified School District (1985) indicate that administrators, teachers, parents and students agree that "poor grades" was one of the major factors contributing to students' decisions to dropout of school.

Literature on high risk students and dropouts also note that Hispanic students are disproportionately represented in "special" programs. California data reveal that they are overrepresented in remedial programs and underrepresented in gifted, talented and honors programs. The Superintendent's Council on Hispanic Affairs (1985) reports that Hispanics comprise "less than ten percent of the State's gifted, and talented programs," whereas Anglos represent seventy percent of the total enrollment in these programs. Data on San Diego County programs validate that Hispanics make up disproportionately large proportions of remedial and disproportionately small proportions of gifted programs (Rodriguez, 1985).

High risk students are identified according to the size of their enrollment in state and federal entitlement programs. A statewide survey from California indicates that approximately fifty percent of all Hispanic students are on the rosters of various types of entitlement programs. These include migrant education, English second language and bilingual programs, special education, and programs for the gifted and talented. However, representation in remedial programs is far greater than their representation in gifted programs, further substantiated findings has been noted above (Arias, 1984).

English language proficiency is utilized for purposes of describing high risk students and dropouts both at the national and district level. Cervantes (1982) notes, in a study of fluent English Hispanic underachievers, that approximately thirty percent of all Hispanic students are limited English language proficient (LEPs). Cervantes also notes that as LEPs are by definition below grade level in English, they also contribute to the total number of Hispanic students who are labled "academic underachievers." Over forty-five percent of all Hispanic students could be labeled as underachievers: When the percent of LEPs is calculated, the result is that approximately seventy-five percent of all Hispanic students are underachievers. District level data for San Diego Unified School District (1985) reveal that Hispanic LEP students comprise about twelve percent of the total number of early school leavers; leaving at about twice the rate of Hipanic fully English proficient students.

Causes and Conditions Driving the High Risk and Dropout Problem

Causes and conditions driving the high risk and dropout problem have been related to the personal and sociocultural background of the students, as well as to factors associated with the educational institutions. The current body of literature acknowledges the impact of the former, but emphasizes the role that the latter plays in creating conditions of high risk which, if unmitigated, greatly increase students' potential for leaving school. The literature also reflects an awareness that conditions generating the problem are likely to be the result of an interaction between the personal/sociocultural and school-related factors.

The literature associating causes and conditions driving the problem with the personal and sociocultural background of students and their families attribute conditions to: marriage and/or pregnancy of students, feelings of alienation from, or dislike of, school and the school environment, histories of disciplinary problems and/or truancy, social and economic pressures on students, language dominance, and the ethnicity and gender of students.

State and district level data identify pregnancy as a significant factor driving the dropout problem. Analysis of data for California indicates that it is the most common reason for early school leaving under reasons classified as "personal" (California Assembly Office of Research, 1984). Survey data for Los Angeles Unified School District (1985) reveals that administrators, teachers, and students agree that pregnancy is among the major factors causing students to dropout of school. San Diego Unified School District (1985) has found that seven percent of females students who left school did so for reasons of "marriage, pregnancy, and hardship."

Alienation from school and dislike of school and the school environment are identified as factors creating the problem of high risk and dropping out of school. A national study of "out of school youth" suggests that dropouts were students who felt alienated from the school environment and student body as a result of their "differentness" from other students. The dropouts were characterized as being those students who were "predominantly non-White (or White, but not middle class), poor, non-English speaking, having special needs, too smart, or not smart enough" (Camp, Gibbs, and Monagan, 1980). Other national data confirms that high risk students "simply don't fit in" and "sense that they have little control over their futures" (Education U.S.A., 1986). Survey data from a study of dropouts conducted in Los Angeles Unified School District reveals that administrators, teachers, parents and students agree that "dislike of school" is one of the most significant factors causing students to dropout of school. Administrators also identified "dislike of teachers" as a primary cause; whereas parents, teachers, and students considered it a secondary factor (Los Angeles Unified School District, 1985).

Incidence of behavior and disciplinary problems is identified in national and district studies as having an impact on students' decisions to leave school. National survey results indicate that out of school youth tend to have histories which include "acts of delinquency" (Camp, Gibbs and Monagan, 1980). Survey findings for Los Angeles Unified School District (1985) show that teachers view suspension and expulsion among the leading reasons for students to dropout. Parents and students, however, rate it as only of secondary importance.

National, state and district data point to truancy and poor attendance as being among the causes and conditions which promote high risk and dropping out. National study results suggest that "inspite of compulsory attendance laws, the number of youth between the ages of twelve and seventeen who leave school is increasing: and many of those disadvantaged students who do remain in school are so rarely present that their connection to school is marginal" (Camp, Gibbs, and Monagan, 1980). Another national study, analyzing data from four major educational data bases, reveals that "truancy and tardiness" are features which distinguish dropouts from "stay-ins and college bound students" (Wehlage and Rutter, 1985).

A California study results indicate that absenteeism is such a significant factor in conditions of high risk that it is considered the most clearly identifiable predictor of dropping out (California State Department of Education, 1983). District survey findings from Los Angeles Unified School District (1985) reveal that administrators, teachers, parents and students agree that "habitual truancy" is among the leading causes for leaving school.

Personal and sociocultural background factors associated with conditions driving the high risk and dropout problem also include social and economic pressures on students. A national study suggests that low socioeconomic status of the family is strongly correlated with dropout rates (Wehlage and Rutter, 1985). State level data reveal that economic necessity is the second most common reason for students to dropout of school in California (California Assembly Office of Research, 1984). Survey data from a study of dropouts in Los Angeles Unified School District (1985) indicate that administrators, teachers, parents and students agree that "family problems" is among the most significant reasons for students to leave school. Administrators and teachers perceive "work-related responsibilities" as another primary cause; whereas students ranked it as only a secondary factor prompting early school departure.

Language proficiency ethnicity and gender are additional factors associated with students' personal and sociocultural background that are identified as contributors to early school departure rates. National data points to the "unalterable circumstances such as the student's language, race, culture and gender" as signficant factors affecting dropout rates (Education U.S.A., 1986). Another national study on dropping out among "language minority youth" cautions, however, that the "independent effects of ethnicity, socioeconomic status, and language on dropping out" are not yet known and any results which are available are highly contradictory. This study suggests that it remains unclear whether language minority youth drop out in greater numbers than English speakers because "they are more likely to be characterized by attributes of school leavers in general, or because there are specific factors which operate among them to promote their leaving." Neither has the question been satisfactorily answered whether language background or language proficiecy of the student is more significant in the creation of risk conditions among language minority youth (Steinberg, 1982). In cases where language background is considered the more significant of the two, language is more likely to be identified in the literature as a personal or sociocultural factor driving the high risk and dropout problem. Where language proficiency is rated as the more important, language is classified among school-related variables.

Wehlage and Rutter (1985), in their study "Dropping Out: How Much Do Schools Contribute to the Problem?" found that "race and ethnicity, after controlling for socioeconomic background, is not a predictor of dropping out." Austin Independent School District (1983), in a similar vein, found that although ethnicity was the third strongest predictor of dropping out, no negative, ethnicity factors could be found which operate independent of school-related factors. Further, the district found that all "cultural characteristics related to dropping out operate through academic variables (such as GPA and grade relative to age), incidence of discipline problems, and gender."

The literature associating the causes and conditions driving the high risk and dropout problem with school-related factors attribute conditions to: 1) school site factors such as school size, location, safety and attractiveness, as well as the socioeconomic and ethnic composition of the school itself; 2) programmatic factors such as curricular tracking and ability grouping, as well as age/grade placement and grade repetition; and 3) instructional factors such as teacher attitude and expectations, and language of instruction.

National studies related to school site factors indicate the socioeconomic and ethnic composition of the school have an impact on student achievement, and therefore implictly on conditions of high risk and dropout rates. In one national study, socioeconomic composition of the school was found to account for "over fifty percent of the variance in between-school differences in student achievement levels." This is particularly significant in light of another finding in the same study which indicates that "over two-thirds of all Hispanics attend schools which are over fifty percent minority." This study also reveals that the problem of low achievement and high risk in these schools are further aggrevated by the fact that they are "overcrowded, ill-equipped, and have lower per pupil budgets than schools in adjacent areas" (National Commission on Secondary Education for Hispanics, 1984).

District level data for Los Angeles Unified School District, in a similar vein, reveals that schools with predominantly Hispanic or Black student bodies have higher dropout rates than do those with predominantly Anglo and Asian/Pacific Islander student populations. In addition, the study found that "within school" differences in dropout rates exist for different ethnic and racial groups. Within school rates are higher for those students whose racial/ethnic group represents a significantly smaller percentage of the total school population (Los Angeles Unified School District, 1985).

School size is another site factor which has been associated with conditions driving the problem of high risk. Data suggest that "overcrowding and understaffing of schools leads to higher attrition rates" (National Commission on Secondary Education of Hispanics, 1984). In addition, this study suggests the combined factors of geographical location of the school and decisions regarding territorial division of the area into school districts create conditions of risk for certain schools. It notes: "when cities and metropolitan areas have multiple independent school districts within their boundaries, the tax bases of inner-city districts are often insufficient to meet the needs of their low-income student bodies." District level data from Los Angeles Unified School

District may substantiate this finding regarding the role which geographical location and territorial division plays in generating high risk conditions and increasing dropout rates. The study on dropouts in LAUSD reveals that while there were "no significant differences in dropout rates for schools located within the same administrative area," there were significant differences across areas (Los Angeles Unified School District, 1985).

National level data suggest that school attractiveness and safety are also school-related factors driving the high risk and dropout problem. Carter and Segura (1979), Goodlad (1983) and the National Commission on Secondary Education for Hispanics (1984) in their analysis of educational attainment of Chicano and Mexican students note that dangerous or unattractive physical environments lead to a higher risk of attrition, and a lack of resources for making them attractive will fail to hold students in school.

The literature associating causes and conditions with school-related variables also cites programmatic factors such as ability grouping and curricular tracking as influencing dropout rates. Data on the educational attainment of Chicano and Mexican students in particular note a relationship between risk of early attrition and prejudicial and inappropriate tracking (Cervantes, 1982; and Goodland, 1983). Other national data found that thirty-five percent of all Hispanic students are in vocational education tracks and forty percent of them are in general education classes as opposed to "strong academic courses of study" (National Commission on Secondary Education for Hispanics, 1984). The remaining twenty-five percent of the Hispanic population is not accounted for by the study. State level data confirms national findings that academic failure and dropping out are, in large measure, a result of programmatic practices and policies which translate into a disproportionately high representation of Hispanic and other minority students in vocational and remedial tracks (California Assembly Office of Research, 1985).

Another instructional factor driving the high risk and dropout problem is the language of instruction used in the classroom. National data indicates that language of instruction and evaluation is related to high risk because academic achievement in elementary and secondary schools hinges on English reading ability and on the results of standardized tests, which are given in English. Test results are often the basis for programmatic decisions such as curricular tracking, ability grouping and grade placement. The study also notes that instruction in a language in which the student is not proficient sets the stage for academic failure, and academic failure is a predictor of dropping out of school (Arias, 1984). The study also indicates that language proficiency is a predictor of grade retention and, as already noted, being overage has been identified with dropping out.

Other national data indicate that there is evidence that language has an effect on teacher interactions with students and teacher expectations. The study suggests that teachers tend to act more negatively with non English speaking students and are less likely to demonstrate the type of support which promotes achievement. It notes that findings do not clarify, however, whether negative teacher interaction precedes or follows the poor academic perfomance of language minority youth (Steinberg and Chan, 1982).

State and National Demographic Projections: Implications For Dropout Rates and Costs Associated With Dropping Out

State and national demographic projections indicate that an increasing number of high risk students will be entering public schools, both state and nationwide (Carter and MacFadden, 1980; Hodgkinson, 1985; Ochoa and Espinosa, 1984). These high risk students come from poor, single parent households, are ethnically diverse, and have limited English language proficiency (Camp, Gibbs, and Monagan, 1980; Education U.S.A., 1986).

The literature suggests that dropping out of school is a problem which is costly to the individuals directly involved and to others as well. Nespor (1985), in her briefing on high risk youth for the State Department of Education, identifies some of the costs. Dropping out is costly to schools in terms of "lost" average daily attendance money; approximately 1.1 billion dollars annually in California. It is costly to the state and federal government in terms of expenditures on a combination of prevention, remediation, and recovery programs: approximately four billion dollars in federal and state revenues were spent on an estimated three and one-half million high risk students in California.

Dropping out is costly to the nation in terms of lost output in gross national product, public services and labor force time. An estimated seventy one billion dollars is foregone in government revenues; forty-seven billion of which would have been added to the federal treasury and twenty-four billion of which would have been allocated to state and local governments. The problem is costly to state agencies which are charged with the responsibility of addressing the effects at many levels. The combined costs of all state agencies, including the State Department of Education, is in excess of five billion dollars. It is also extremely costly to the individuals themselves in terms of a lack of basic skills with which to face a rapidly changing future, high potential for under- or unemployment, and possible relegation to second class citizenship.

The literature also reveals that the social and economic well-being of the nation, state, as well as many regional and metropolitan areas is becoming increasingly dependent on the degree of success educational institutions have in improving academic achievement levels of the poor and minority students who will come to represent a greater percent of the total population (Catterall, 1986; Levin 1985). As educational institutions fail to keep larger numbers of high risk students in school, and fail to prepare greater numbers of students with marketable skills, the effects of the dropout problem will "spillover" and have a significant impact on those who have previously been untouched by its cost, personally or socially. Levin, in his study of the educationally disadvantaged, indicates that the proportion of these students is rapidly increasing. He cautions that when the disadvantaged population represented a relatively small proportion of total school enrollment, the failure of the school to educate this small group was tragic only for its own members. However, as this population increases in size and, in fact, becomes a "minority-majority," the effects will become more pervasive and result in spillovers which will affect not only community members but all of society. He concludes that these spillover effects will result in reduced economic competitiveness of the nation and state, higher costs of public services associated with crime and improverishment, and the emergence of a dual society (Levin, 1985).

Value Position Reflected in the Research on High Risk Students and Dropouts: Interactional Models

Research on high risk students and dropouts supports the value position that the causes and conditions driving the problem derive from the interaction between personal/sociocultural characteristics of students and the organizational, structural and instructional requirements of educational institutions. The literature presents a number of studies that examine the potential which interactional models, incorporating factors from both the personal/sociocultural and school-related areas, have for ameliorating causes and conditions driving the high risk and dropout problem.

Steinberg and Chan (1982), in their study of language minority youth, suggest that research on dropping out among these students has been too narrow in its focus; most often focusing on student characteristics rather than on non-school factors. They note that even fewer studies have examined the process of dropping out as a cumulative process. The authors suggest that the phenomena is best understood when viewed as an interaction between variables related to "early academic failure," "negative interactions with teachers and school personnel," and the "lack of fit" between the needs of language minority youth and the school. They conclude that research and models which focus solely on student characteristics do not provide a basis for action by policy-makers and educators who are seeking solutions to the problem of high risk and dropout rates. Interactional models, however, would promote policy action by focusing on the "dynamics of the process" rather than on just the outcome, and would take into account the "broader ecology in which the student exists."

In its report "Dropping Out, Losing Out: The High Cost for California," the California Assembly Office of Research (1984) examines the consequences of high dropout rates for the state and identifies personal, economic and academic factors that influence students' decisions to leave school. The authors identify a number of school-related factors which need to be addressed to resolve the problem. These include the "inadequacy of counseling services," the tendency to "track (minority) students into remedial classes in disproportionately high numbers, and into honors and college prep programs in disproportionately low numbers," and the "narrowing of curriculum" in response to budget cutbacks, while increasing graduation requirements and the number and types of proficiency testing. The authors conclude that schools can become more effective in raising academic achievement of students, but suggest that this will require changes in "curriculum," "counseling" and "school organization."

The bulk of social science research on high risk students has resulted in piecemeal solutions to the problem (Blum and Spangehl, 1982). The authors suggest that such solutions fail to consider the complete set of variables which affect students' educational experiences. They conclude that solutions must account for students full range of experiences, from "formal class work to extracurricular activities, and home life."

Wehlage and Rutter suggest that the dropout issue be redefined in a manner which takes school-related variables into account. They emphasize that redefinition in this fashion would provide a foundation for school-based reform, which is not possible when the problem is defined only in terms of the personal characteristics of students and their families. School related factors that should be considered in any redefinition include "academic function variables" (achievement and ability level, grades, and test scores) and "social context of school variables," such as truancy, expectations, discipline problems, tardiness and hours worked (Wehlage and Rutter, 1985).

Current Educational Reform Implications for High Risk Students

The recent release of a number of major evaluations regarding the quality of education in the United States has been the catalyst for an educational reform movement nation and statewide. Appraisal of policies and practices stimulated by this movement indicates that there is cause for concern regarding the effect that new requirements may have on students who are already at risk under the old standards. There is particular concern in California that new curriculum standards and graduation requirements will increase rather than decrease dropout rates unless assistance is provided to students and education reform is linked to educational equity.

Brown and Haycock (1984), Levin (1985), and Mann (1986), in their analyses of a number of reports on education, note that the current high level of public attention to the quality of education in the nation and state has been stimulated by the recent release of "no less than eight major national reports." A total of eighteen "effective schools" variables have been identified by means of these reports. These eight reports, taken together, form the foundation of what is referred to as the "call to excellence in education." An educational reform movement has been spawned in response to this call.

The California State Board of Education (1983) analyzed the quality of education in the state and found it to be "mediocre." Findings by the Board link mediocracy in California schools to academic course requirements in public schools. As a result, the Board created a model set of curriculum standards and graduation requirements. In 1983, by means of state legislation, the State Board of Education was directed to require the governing board of each school district in the state to compare their standards and requirements with those of the state model. The Board urged school districts to begin phasing them in and provided guidelines for doing so.

Findings of the Superintendent's Council on Hispanic Affairs (1985) indicate that there is concern among Hispanics statewide that unless more serious consideration is given to the educational needs of their students, new reforms geared towards improving the quality of education in California schools may negatively affect them. While the Council found the Hispanic community very supportive of the present public demand for better quality education, it also found fear that the effect of current reform strategies would be to endanger students further who are already at risk due to "educational neglect." Of particular concern to Hispanics are the new curriculum standards and graduation requirements which comprise the state model. As Hodgkinson (1985) suggests in his study "All One System: Demographics of Education, Kindergarten Through Graduate School" implementation of increased standards and requirements without provision of instructional and institutional support would be tantamount to "raising the jump bar" to six feet for students who could not clear the bar when it was only four feet from the ground.

The Council examined the major components of a number of reform policies and strategies and made recommendations regarding implementation in ways which would assist rather than hinder high risk students. Revisions were suggested in the areas of teacher preparation, staff development and core curriculum content (Superintendent's Council on Hispanic Affairs, 1985).

As Brown and Haycock (1984) note in their report "Excellence for Whom," the key issue in educational reform should not be the general excellence or mediocracy of blanket reforms, but "excellence for whom and by what standards." They conclude that the question of excellence must be tied to the broader issue of educational equity.

III. ANNOTATED BIBLIOGRAPHY

Introduction

This section contains an annotated bibliography of literature available on issues associated with high risk students and dropouts. It includes forty-five entries, many of which are cross-referenced to abstracts of key documents (See Section IV). The synopsis for each of the entries included in the annotated bibliography identifies the purpose of the work, provides a summary of its contents, and presents the conclusions and/ or recommendations of the author(s).

1. Arciniega, T., et al. Hispanics and Higher Education: A CSU Imperative, Final Report. Office of the Chancellor, the Calilfornia State University, Long Beach, California, 1984.

Final report prepared by the Commission on Hispanic Underrepresentation. The goal of the Commission was to consider factors related to the participation of Hispanics in post-secondary education and to present recommendations for increasing the percent of Hispanics who complete study in the California State University.

Report summarizes findings and recommendations pertaining to: 1) areas where the California State University has fundamental responsibility; emphasizing matters with short-term fiscal considerations and 2) longer-term issues, or those where the role of the California State University would be secondary or supporting.

Refer to Abstract 1.

2. Arias, M.B. "The Status of Educational Attainment of Chicano/Mexican Students. Paper Presented at the George I. Sanchez Seminar, UC Berkeley, January 27, 1984.

This report summarizes data related to educational attainment of Chicano/Mexican students in public schools. It notes significant changes which have occurred since Professor Sanchez challenged the education system to address the needs of Chicano/Mexican children fifty years ago. Report notes that advances are the result of: 1) opportunities provided by legislative mandate or judicial orders such as affirmative action, bilingual education, and desegregation, 2) legal challenges involving discriminatory procedures such as ability grouping, tracking, and culturally biased testing practices and 3) research aimed at correcting misconceptions regarding effective educational practices for Chicano/Mexican children.

Report identifies breakthroughs in attainment but focuses on areas which remain problematic; defines the terms Chicano and Mexican and notes that data collection agencies have generally utilized definitions which leaves national survey data aggregated. Failure to disaggregate data in terms of subpopulations has obscured meaningful distinctions between diverse subgroups and created problems in data analysis. Educational attainment data is frequently reported under the generic term "Hispanic;" rarely distinguishing between Chicano, Mexican, etc. Report also notes that no national survey data is available which disaggregates Hispanics by language proficiency. This is significant as language proficiency is considered to be a strong predictor of educational attainment.

Report concludes that educational attainment of Chicano/Mexican children is still limited by systematic barriers and that more comprehensive institutional policies need to be elaborated for the purpose of addressing: 1) inadequacey of English education, 2) curricular tracking, 3) negative teacher expectations and 4) the lack of post-secondary opportunities for Chicano/Mexican children.

Refer to Abstract 2

3. Ascher, Carol. "Student Alienation, Student Behavior and the Urban Schools". ERIC Clearinghouse on Urban Education. New York, N.Y., 1982.

This work identifies high school characteristics most likely to decrease alienation among inner city, working class, minority students, and to make their attitudes more positive towards education, themselves and their futures.

Four types of school settings are examined in order to identify school conditions which produce more positive student behaviors and attitudes. School settings include: 1) comprehensive high schools, 2) desegregated high schools, 3) alternative high schools and 4) private high schools.

Paper concludes that it is important to understand that: 1) alienation is a concept which encompasses and explains a wide variety of of otherwise isolated behaviors such as violence, dropping out, and low achievement, 2) certain organizational elements may either foster or decrease alienation and produce specific outcomes and behaviors, 3) expectations of principals, teachers, and students themselves may foster or decrease alienation and their attendant behaviors, and 4) employment of consistent and cohesive value sets help to reduce alienation among students.

4. Austin Independent School District. Enchancing Holding Power: A Dropout Prevention Plan. Austin, Texas, 1983.

The purpose is to describe a plan for enhancing school holding power. This plan is the result of collaborative efforts on the part of Austin Independent School District Staff, parents and community workers. The plan: 1) provides both short- and long-term strategies for a comprehensive program on dropout prevention, 2) identifies procedures for establishing school/community cooperation and 3) serves to focus the efforts of schools and to enlist support from the community and central administration.

The plan describes the mannner in which dropout prevention is being addressed in schools, alternative settings, central administration service offices and the community. Plan is intended as a model for other districts seeking to implement comprehensive plans to enhance school holding power.

Factors have been identified as important for prevention of dropouts. Conclusions state: 1) administrative leadership is important in achieving educational improvement, 2) time-on-task with a single qualified teacher improves learning and 3) improvement in learning may be enhanced more by provision of additional educational experiences than through improvement of the quality of on-going experiences alone.

Refer to Abstract 4.

5. Austin Independent School District. A Study of Dropouts. Austin, Texas, 1983.

This work summarizes the findings of a dropout study conducted by the Austin Independent School District. The summary: 1) defines "dropout" as it is used in Austin Independent School District, 2) compares national dropout rates for Black, Hispanic, and Anglo students with those of AISD, 3) compares the number of students who dropped out, transfered, graduated, with number still enrolled, 4) provides a profile of AISD dropouts by gender and ethnicity, 5) compares dropout rates by grade relative to age, 6) identifies factors associated with dropping out as deriving from personal and economic or school-related conditions and 7) examines the consequences of dropping out by comparing employment and income earning potential of dropouts and graduates.

Work includes recommendations for enhancing academic achievement, as well as for recovering and holding students. Text describes characteristics of programs which have been effective with marginal students and delinquents.

Refer to Abstract 5.

6. Blum, Mark E. and Stephen Spangehl. Developing Educational Programs for the High Risk Secondary School and College Student. ERIC Clearinghouse on Urban Education. New York, N.Y., 1982.

The purpose of this work is to identify characteristics of high risk students and to describe the impact of their presence on educational institutions. Proposed programs and practices for secondary and post-secondary levels are examined.

Authors conclude that there has been a long-standing need for comprehensive evaluation of policies and practices. Information compiled by authors has been consolidated into a model which integrates effective past and present actions, and which serves as a guideline for future actions.

Refer to Abstract 6.

7. Brown, Patricia R. and Katie Haycock. Excellence for Whom? A Report from the Planning Committee for the Achievement Council. Oakland California, 1984.

The educational experience of poor and minority students in California schools and institutions of higher education is described in such a manner that the problem of underachievement is comprehensible to, and therefore becomes the responsibility of, all Californians. Authors suggest that there are sound educational, economic, political and moral reasons to have a strategy for linking educational excellence to equity. They conclude that while it is imperative to involve the community in strategies for accomplishing this goal, it is ultimately educators and educational institutions which must assume the final responsibility for student achievement. Improvement of schools is seen as a necessary precondition for achieving equal educational opportunity.

Refer to Abstract 7.

8. California Assembly Office of Research. Dropping Out, Losing Out: The High Cost for California. Sacramento, California, 1984.

This work: 1) describes California's dropout problem, 2) identifies consequences of the problem for the State as well as for the individuals themselves, 3) identifies factors which contribute to the problem and 4) and make recommendations regarding legislative actions for resolution of the problem. Report is based on data for statewide graduating class of 1983.

Report concludes with a three part plan for reduction of the dropout rate in California. Action plan is based on: enforcement of existing laws designed to keep students in school; addressing school-related factors which have been identified as contributing academic failure of students; and strengthening the "safety net" of dropout prevention and recovery programs.

Refer to Abstract 8.

9. California Commission on the Teaching Profession. Who Will Teach the Children?: A Strategy for Improving California's Schools. Sacramento, California, November, 1985.

Recommendations are made as a result of a two-year investigation by the California Commission on the Teaching Profession. The purpose was to develop a strategy for improving the quality of education in California schools. Recommendations: 1) restructuring the teaching profession, 2) redesigning schools and 3) recruiting capable candidates. The Commission concludes that educational reform will require a team effort and will not be cheap. They conclude that in the long-run it will be less expensive than the alternative of not making the effort.

Refer to Abstract 9.

10. California State Department of Education. Effective Practices in Achieving Compensatory Education in Funded Schools. Sacramento, California, 1984.

Information is disseminated regarding effective practices in compensatory education-funded schools. The following factors were utilized as criteria in judging practices as effective: 1) site leadership, 2) academic emphasis, 3) instructional effectiveness, 4) school/classroom environment, 5) program evaluation, 6) parent/community support and 7) auxilary staff support.

Report concludes that there are specific identifiable characteristics shared by all schools where effective practices are in operation. Principals are strong organizational and instructional leaders who work well with staff. They possess a thorough understanding of the teaching and learning process. In addition, they insist upon high academic standards.

The instructional program focuses on academic instruction and percent of time-on-task. There is a "no-frills" approach in which homework is considered to be an integral part of the program. In addition, there are strong base programs in these schools: compensatory education services are considered supplemental. School and classroom environments are positive. Policies related to discipline are clearly stated and consistently enforced. Teaching and learning goals are based on a management system in which objectives are clearly stated. Positive reinforcement for all forms of academic achievement is emphasized. Teachers and students are recognized for their efforts. Student progress is monitored on a continous basis through both formal and informal mechanisms. Feedback is immediately provided. Parents and community are supportive of school goals and policies related to both instruction and discipline.

11. California State Department of Education. Performance Report for California Schools: Quality Indicators. Sacramento, California, 1984.

This work introduces local schools and districts to the statewide accountability plan, and assists them in understanding their role. The report describes the three phases of the plan and outlines what can be done at the local level to promote creation of a comprehensive framework linking state and local actions.

Report concludes that by defining a comprehensive set of accountability standards, establishing state targets, and initiating improvement efforts within each school and district, public support for the plan, as well as for broader educational reforms, can be secured.

Refer to Abstract 11.

12. California State Department of Education. Raising Expectations: Model Graduation Requirements. Sacramento, California, 1983.

The Board of Education's model of required classes for high school graduation is outlined. High school graduation requirements, mandated by State law until 1969, have since been determined independently by school districts. The result, owing in large measure to varying local circumstances and financial inequities, has been adoption of disparate sets of standards within the state. In 1982, the Board of Education acted to establish model high school graduation requirements as a first order priority for improving the quality of education in California. Basic components of the Board's model are presented.

Refer to Abstract 12.

13. California State Department of Education. "School Attendance Improvement: A Blueprint for Action." Sacramento, California, 1983.

This work complements the National Commssion on Excellence in Education Report regarding improvement of attendance in California schools. It concurs with the Report that part of the solution to the attendance problem lies in cooperative efforts on the part of eduators, students, parents and community members for establishment of improvement programs.

The purpose of this work is to present strategies which have proven effective in the improvement of attendance, and to provide schools and districts with assistance in addressing problems associated with absenteeism. The report presents recommendations for development of a comprehensive approach to attendance improvement.

The report concludes that improved attendance, in combination with other academic reforms, will lead to an education system which will foster personal and career development in its students.

Refer to Abstract 13.

14. California Superintendent's Council on Hispanic Affairs. "Educational Performance in California: An Hispanic Community Appraisal." Sacramento, California, 1985.

Passage of SB 813, the Education Reform and Improvement Act of 1983, has generated broad-based public interest in, and support for, public education. A number of policies and strategies for improvement of academic achievement have been formulated and implemented statewide. Authors of this work consider it imperative, however, to assert that while the Hispanic community shares in the general public's support for improved academic achievement, it is not confident that schools will be successful in providing for the needs of Hispanic students through implementation of this bill. There is a general lack of confidence that equal academic achievement opportunity will result for the Hispanic students who comprise nearly thirty percent of the state's total K-12 enrollment.

The purpose of this work is to focus attention of state and local education policy makers on this matter, and to convey information which will provide them with Hispanic community insights into local implementation of policies and programs mandated by SB 813.

Report concludes that the economic, political, and social well-being of California and the nation will be dependent largely upon the education of the Hispanic student of the 1980s and '90s. Reversal of current negative trends in education will require full cooperation between communities and education institutions at all levels. It recommends development of a comprehensive, long-range plan for institutional change.

Refer to Abstract 14.

15. Camp, C.; Gibbs, J. and M. Monagan. "School Dropouts - A Discussion Paper." California Legislature. Assembly Office of Research, Sacramento, California, 1980.

Identifies the number of youth aged twelve to seventeen who have dropped out, and what happens to them subsequent to their departure. Work includes a profile of early school leavers compiled in a review of the literature. This work work also examines the social costs associated with dropping out. It includes a description of a number of programs addressing the problem of early school leavers.

Findings and conclusions included in this report focus on policy issues for which legislative action is deemed appropriate. Policy recommendations address the role of the state in effecting skills and competencies of students through interaction with local school districts. Recommendations are made regarding the role of state educational agencies and youth program administrators as disseminators of information on educational and training opportunities for dropouts.

Refer to Abstract 15.

16. Carter, T., and J. MacFadden. "Minority Youth: Problems and Prospects for 1987." In Educational Policy Issues Impacting the Ethnic Minority Students in California. SDSU NOD Lau Center, Fall 1980, pp. 54-91.

Examines current demographic trends indicating that, by the beginning of the next decade, minorities will become a numerical majority in the state of California. This work examines social, economic, and educational implications of these trends. Recommendations are made for actions by the state and educational institutions in preparation for demographic changes. Work concludes that in order for strategies to be effective, they will have to be radically different than those of the past.

Refer to Abstract 16.

17. Cervantes, R.A. "Hispanic Underachievers: The Neglected Minority". Paper presented at the Hispanic English Dominant Student Conference. SDSU NOD Lau Center. Anaheim, California, December 1982.

Focus attention on the need to reconcile the gap between rhetoric of educational equity and the social reality of inequality. The goal of reconciliation should be equal educational opportunity for Hispanic underachievers.

Concludes that the period from 1985 to 1990 will be critical in addressing the needs of Hispanic students. This period of rapidly changing demographics will offer new opportunities for refocusing and restructuring education in ways which will decrease the present forty percent failure rate of Hispanic underachievers. Six recommendations are presented.

Refer to Abstract 17.

18. Chan, Keyon S. and Alvin Y So. "The Impact of Language Instruction on the Educational Achievement of Hispanic Students". National Center for Bilingual Research. Los Alamitos, California, October, 1982.

The purpose of this work is to determine the impact which language of instruction in elementary school grades has for educational achievement of Hispanic high school students. High school and beyond data is used to examine three types of elementary school language environments, and to identify the connection between elementary school language environment and high school attainment. The three elementary school environments include: predominant English setting; mixed English and Spanish setting; and predominant Spanish setting.

Using reading and math scores as measures of achievement, the study concludes that LES/NES students in the mixed language classrooms perform better than do their peers in either the predominantly English setting or predominantly Spanish setting. Authors suggest that mixed medium classroom settings better serve compensatory functions for LES/ NES students in elementary school.

Refer to Abstract 18.

19. Education Commission of the States. "Action for Excellence." Task Force on Education for Economic Growth. Washington, D.C., January, 1983.

Presents a plan for identification of the types of new "basic skills" which will be required in the workplace of the future. This plan identifies problems which will be encountered by educational institutions in preparing students for changes and offers recommendations for revamping the system in order to overcome them. Steps are identified which can be taken by a variety of groups for improvement of the quality of education. The Task Force concludes that, inspite of the numerous problems requiring resolution, quality education is within reach.

Refer to Abstract 19.

20. Education USA. "Dropouts: Who and Why?" National School Public Relations Association. Vol. 28, No. 19, Washington, D.C., January 1986.

This work identifies who drops out of school, what factors promote decisions to leave, and what is being currently being done to prevent their departure. It examines a number of problems facing researchers and practioners who are attempting to confront problems associated with present high risk conditions. In addition, it examines the implications of demographic changes which will increase the number of children who fit the high risk profile.

Work concludes that inspite of, and in some cases because of, educational reforms designed to improve the quality of education, an increasing number of students are being "pushed out" of school.

Refer to Abstract 20.

21. Espinosa, Ruben; Celestino Fernandez, and Sanford Dornbusch. "Factors Affecting Chicano Effort and Achievement in High School." Stanford University, Palo Alto, California.

Examines variables which affect effort and achievement among Chicano high school students. It attempts to explain why these students ranked as one of the two lowest groups in expenditure of effort and in overall school performance when they exhibited attitudes, expectations, and characteristics generally associated with higher achievement and performance.

Previous findings indicated that Chicano students: 1) care about school and performance, 2) see a close link between schooling and occupational goals, 3) perceive their parents as valuing education, 4) perceive teachers as warm and friendly, 5) are not alienated from school and 6) do not suffer from low academic self concept.

Work concludes that the level of effort displayed by students is linked to: basic skills level of students and teacher expectation and students' perceptions that they were exerting an appropriate level of effort.

Refer to Abstract 21.

22. Greenlee, Bruce. "Hypothetical Problems Raising Hispanic Concerns In Desegration." Draft Prepared for Bilingual Education: Partners In Quality Education Conference. San Diego, California, April, 1981.

This work is comprised of a collection of hypothetical cases and draft responses which are intended to stimulate discussion on desegregation and English language deficiency remediation laws, as they affect the Hispanic community. Information and facts utilized in creation of hypothetical cases is taken from a compilation of cases previously decided by Federal and State courts and districts. None of the cases reflects any actual case.

Presentation of cases is intended to create opportunity for discussion of legal, political and educational implications of the following issues: 1) cases involving intentional past discrimination against Hispanics; ignoring, however, the dimension of English language deficiency remedation, 2) intentional past descrimination against Blacks in districts with Hispanic populations -- ignoring the dimension of English language deficiency remediation, 3) segregation without discriminatory intent, 4) interplay between mandates on bilingual education and desegregation in districts where the desegregation process has been triggered, and 5) programmatic segregation in bilingual education independent of districtwide desegregation problems.

23. Hirano-Nakanishi, Marsha. "Hispanic Dropouts: The Extent and Relevance of Pre-High School Attrition and Delayed Education." National Center for Bilingual Research. Los Alamitos, California, n.d.

The purpose of this work is to determine at what point in the schooling process Hispanic students drop out. Work identifies the pre-high school attrition rate. The author suggests that research focus on critical junior high school grades as it is during this period that a significant number of Hispanic students drop out. It is also the time when they experience substantial delays in their educational process.

Work concludes that it is essential to include pre-high school attrition statistics among "social indicators" used to identify and analyze educational trends.

See Abstract 23.

24. Hispanic Administrators for Quality Education. "Summary of Recommendations for California Dropouts, A Symposium." San Diego State University NOD Lau Center. San Diego, California, December 1984.

This work presents the results of problem-solving sessions on the subject of Hispanic dropout rates in California. Session participants included psychologists, site administrators, assistant superintendents of curriculum and instruction, directors of curriculum and pupil personnel services, state/county consultants, and academicians. The goal of these sessions was to identify effective intervention strategies.

Work is divided into two sections: one addressing the problem at the elementary level and the other examining the problem at the secondary level. Work provides for identification of problems, goals, recommendations and long-range solutions. Recommendations include involvement of school, parents and university faculty.

Problems at the elementary level focus on the issue of underachievement of Hispanic students, pre-school through sixth grade. Problems identified in sessions include:

1) Lack of research on underachievement among Hispanic students and concurrent lack of educational policy based on empirical research.

2) Failure of board members, school administrators and teachers to recognize the problem of underachievement.

3) Lack of policies and procedures for identification of performance indicators which link underachievement to school-related factors.

4) Failure to address underrepresentation of Hispanics among credentialed educators.

5) Failure of schools to include parents in decision-making processes.

6) Lack of accountability regarding quality of education.

7) Lack of procedures by which to address the problems involving grade relative to age and grade repetition.

8) Inattention to below grade level academic performance of students.

9) Inattention to discriminatory instructional expectations based on socioeconomic status, language proficiency, race and conditional handicap.

Recommendations suggest that action be taken to: fund research as described above; enact legislative mandates and state directives; develop and implement instruments for evaluation of goals, objectives, and delivery systems; enforce affirmative action in hiring practices; disseminate public information regarding above stated issues; implement training programs related to diagnosis, classroom management, curriculum, and utilization of native language for instructional purposes.

At the secondary level, problems included:

1) factors outside school setting which contribute to dropout rates

2) lack of accurate dropout data at the school district level

3) insufficient number of options and alternatives to traditional curriculm, as well as mismatch of curriculum to needs of low achievers.

Recommendations include: legislation to establish guidelines and resources for use by school districts in the development of dropout prevention programs; legislation to provide support systems for parents; creation of a commission on high risk students; recognition of top priority status for financial support of statewide dropout prevention program; creation of incentive programs available through State Department of Education to districts; creation of a computer-based data collection system for identification of high-risk students; staff development; creation of a systematic communication process operative between students and parents regarding attendance; curriculum development.

25. Hodgkinson, Harold L. "All One System: Demographics of Education Kindergarten Through Graduate School." The Institute for Educational Leadership, Inc., 1985.

This work creates an awareness among educators that there is an interrelation among what are currently perceived as discrete educational units or institutions. This work compares the educational system with an ecological system. The work utilizes demographics in order to change educators perceptions, and encourage them to view the education system in terms of the students who move through it.

Concludes that once education is perceived as a system, a single entity spanning kindergarten through graduate school, educators will begin to behave as if all education is interrelated. Work concludes that the changing numbers and composition of groups moving through the system will change the system more rapidly and extensively than any other factor thus far. Major demographic trends, retention of high school graduates, transition from school to college, and completion of college are variables utilized by the author to examine the nature and direction of change.

Refer to Abstract 25.

26. Levin, Henry M. The Educationally Disadvantaged: A National Crisis. Institute for Research on Educational Finance and Governance, School of Education, Stanford University, Palo Alto, California, 1985.

The purpose of this work is to suggest that the current educational reform movement which is sweeping the U.S. has a much narrower focus than is popularly recognized, and will therefore have a smaller chance of achieving success than its goals would imply.

Work indicates that the short-coming of the majority of proposed reforms is that they have relatively little to offer to educationally disadvantaged students.

Paper describes educationally disadvantaged population in terms of its composition, growth rate and educational performance. Work includes a review of the social consequences associated with educational neglect for the individual and society. Current reforms are evaluated as to their ability to respond to the needs of this population.

Work suggests that, at present, at least thirty percent of all elementary and secondary students in the U.S. can be described as educationally disadvantaged; the percent being expected to rise rapidly in the future. Social consequences arising from neglect of this population in current educational reform movements and strategies will be severe and costly. Concludes with an agenda for addressing the needs of the educationally disadvantaged.

Refer to Abstract 26.

27. Los Angeles Unified School District. A Study of Student Dropouts in the Los Angeles Unified School District. Los Angeles, California, 1985.

In July 1984, the Board of Education of the Los Angeles Unified School District (LAUSD), in recognition of the social and economic consequences of the school dropout problem, identified dropout prevention as a top district priority. The District Dropout Prevention/Recovery Task Force was formed to study the issue and make recommendations. The purpose of this work was to present the findings and recommendations of the task force. Includes identification of: causes associated with dropping out, a profile of potential dropouts and programs considered to be effective for dropout prevention.

Refer to Abstract 27.

28. Los Angeles Unified School District. Early School Leavers: High School Students Who Left School Before Graduation, 1981-82. Publication No. 428. Research and Evaluation Branch. Los Angeles, California, 1983.

This work identifies the number of students in grades ten through twelve who were classified as "early school leavers" by LAUSD. Records of transfer were utilized to collect data. Data included type of school, age, gender, grade level ethnicity of leavers, and reasons for transfer request.

Answer four questions regarding early school leaving, and provides administrators, counselors, parents and teachers with information which can be utilized to improve programs and services designed to retain early school leavers. Study attempted to identify the incidence of leaving, characteristics of leavers, timing of departure, type of school from which departures occurred, and administrative area of attendance involved.

Refer to Abstract 28.

29. Los Angeles Unified School District. Graduation and Attrition Rates in the LAUSD High Schools, Class of 1982. Publication No. 424. Research and Evaluation Branch. Los Angeles, California, 1982.

Analyzes graduation and attrition rates for the 1982 graduating class of forty-nine regular high schools in LAUSD. Work includes data for continuation, opportunity, and special education schools, as well as schools of choice (alternative and magnet schools). The results of this study provide staff with information with which to better understand and address the needs of LAUSD students. Findings of this report indicate an increase in the number of graduates in 1982 in comparison with the previous year.

Refer to Abstract 29.

30. McGuire, Hilario. Homeboys in College. Harron Graphics, San Diego, California, 1984.

Examines the trend in the Chicano community of the 1980's to declare the 80's as their decade, and to seek education which supports their growing social and political awareness. This work provides an in-depth description of the "homeboy" and compares homeboy higher education goals and expectations with those of the general university population. Work concludes that the value of education for the homeboy is the power it holds when linked directly back to the community of which he is a part.

31. Mann, Dale. "Can We Help Dropouts: Thinking About the Undoable." Teachers College Record, Spring, 1986, v. 87, no. 3.

Demonstrates that, with effort, the undoable can be done. Work suggests that the most critical factor in addressing the dropout problem is to make it seem doable to both policy makers and the private sector; in this manner increasing the potential for investment of resources needed for resolution of the problem.

Work examines factors which have helped to create the image of the undoable. These include: 1) difficulty of identifying the magnitude of the problem owing to the ease with which data can be manipulated for self-serving purposes through utilization of differing definitions and data collecting methodologies and 2) lack of research seeking direct correlation between program and outcome.

Work concludes that the problem is multicausal and cannot, therefore, be resolved with unidimensional strategies. Resolution should be based on broad-based strategy incorporating cash, care, computers and coalitions.

32. National Coalition of Advocates for Students. "Barriers to Excellence: Our Children at Risk". January, 1985.

Provides policiy-makers and educators with information which could be utilized to improve public education in the U.S.

Testimony was gathered in ten states, the purpose of which was to identify: 1) practices and policies which hamper learning through failure on the part of schools to recognize and adequately meet student needs, 2) expectations on the part of teachers and administrators which contribute to failure of students through denial of access to special education programs, 3) fiscal policies which limit educational services and 4) failure of schools to attend to skills necessary to make the transition from the world of school to the world of work.

Work concludes that resolution of the problem lies not in separation of "at-risk" students, but in mainstreaming them into learning environments in which barriers to education, for all students, have been removed.

Refer to Abstract 32.

33. National Commission on Secondary Education for Hispanics. Make Something Happen" Hispanics and Urban School Reform, Vol. 1, Hipanic Policy Development Project, Inc., Washington, D.C., 1984.

The National Commission on Secondary Schooling for Hispanics was created by the Hispanic Policy Development Program in order to determine why inner city public high schools have not been more successful with Hispanic students. The purpose of this work is to provide a perspective which is currently lacking in national research.

Work focuses on select findings and recommendations which the Commission feels can realistically be implemented. The report is organized into two volumes: Volume One provides an account of the current status of high school education in the inner city, and what can be done to improve it. Volume Two contains back-up research and essays referenced to Volume One.

Work concludes that although there is something wrong -- given the gap between aspirations of Hispanic students and families, and low achievement -- there are some measures which can be taken to rectify the situation.

Refer to Abstract 33.

34. National Origin Desegregation Lau Center. "Summary of A Nation at Risk: The Imperative for Educational Reform." San Diego State University, NOD Lau Center, San Diego, California, April 1983.

Provides general commentary on the Report of the National Commission on Excellence in Education, and summarizes its findings. Work identifies the major recommendations of the Commission: 1) increase high school graduation requirements and require, study of core curriculum, 2) increase college entrance requirements, 3) lengthen school day and/or year, 4) restructure the teaching profession and increase teachers' pay.

Commentary includes statements regarding financial assistance and responsibility. The role of the federal government in financing arrangements is addressed. Commentary indicates that there is divergence between federal government's interpretation of the Commission's report on these matters and the interpretation of certain Commission members.

Summary examines findings and recommendations of the Commission regarding: instructional content, expectations, time and teaching methodology.

Refer to Abstract 34.

35. Nespor, Helen M. "California State Department of Educational Issues Briefing for Deputies: High Risk Youth." State Department of Education, Specialized Programs Branch Development and Linkages Unit, February 1985.

Focuses attention on high risk youth, to determine what is to be done for them, and by whom. Work indicates that there are few policies which are specific to the very clientele they are intended to serve. The focus of most of the youth services agencies and policies is directed to legal statues from which they derive their authority and operational direction. The emphasis is on provision of equity for generic, rather than specific, categories of "clients."

Work concludes that there are no programs directed specifically at the dropout or those at high risk. Further, that although the Department of Education has primary responsibility for these groups, interagency coordination and collaboration will be essential for resolution of this multifaceted problem. The Department of Education, however, is expected to remain the cornerstone for strategy development.

Refer to Abstract 35.

36. Office of Regional Services. "The National Interest in Education: An Analysis of the Major Reports on Education." (Draft) January, 1985.

Work identifies the 1983-84 school year as the most demanding and closely watched in decades. It will be a benchmark year in terms of levels of expenditures on education, and extent of public participation in policy-making processes. Increased public attention has been stimulated by recent release of eight national reports on the status of education in the U.S.

The purpose of this work is to provide a structure for analysis of what is rapidly becoming an information overload. The work compares and contrasts the eight major studies and Senate Bill 813. It seeks to provide educators with a clearer idea of what the "call to excellence" means, and what response to the call may entail.

Work concludes that information, once understood and contextualized, can be useful to those educators in leadership positions for provision of better educational services.

Refer to Abstract 36.

37. Rodriguez, John H. "Toward Effective Education for Hispanic Youth: A Leadership Challenge." San Diego County Office of Education, San Diego, California, 1985.

Presents a set of recommendations for improvement of the quality of education for Hispanic students in San Diego County schools. A review of the literature on high risk students and dropouts creates a synthesis of the most effective programs and practices. Recommendations are based on information extracted from: 1) A Place Called School, by John Goodland, 2) Make Something Happen by the National Commission on Secondary Schooling for Hispanics, 3) Elements of Effective Schools by the San Diego County Office of Education, 4) National Follow Through Programs, selected models, 5) Operation Success, Title IV, San Diego County Office of Education, 6) Compensatory Education Programs, select programs and 7) exemplary practices in public schools in San Diego and Austin Independent School District.

Recommendations are addressed to elementary and secondary schools, school boards and superintendents, and the County Superintendent. Work concludes that the most powerful recommendations will be those which result in consensus and coalition among parents, school and community. Work concludes that many of the essential elements for improvement of student achievement may be in place already, but will not come to fruition.

Refer to Abstract 37.

38. Rumberger, R.W. Why Kids Dropout of High School. Program Report No. 81-84. Stanford University, Institute for Research on Educational Finance and Governance, Palo Alto, California, April, 1981.

This work is based on a national sample of students who were between the ages of 14 and 21 years in 1979. The purpose of this work is to examine the magnitude of the dropout problem and to identify its causes. This work analyzes the problem by focusing on the gender, race and family background of dropouts.

The work concludes that males and females leave school for differing reasons. The reason cited most frequently by females being pregnancy and marriage. Males most frequently leave for work-related reasons. Underlying factors which contribute to the problem are associated with family background and student ability and aspirations.

Refer to Abstract 38.

39. San Diego City Schools. "An Essay on School Dropout for the San Diego Unified School District." Research Department Report. San Diego, California, 1985.

Updates an earlier work by the Research Department on the topic of school leavers in the 1982-83 school year. The previous work was presented before the Board of Education. The current work is intended to provide a broader context for understanding data and theories related to dropping out. This work is a supplement to the earlier study and is intended to assist the reader in interpreting information presented therein.

Presents several definitions of "dropout" and "attrition" currently in use. Authors caution that comparison of dropout data across districts may be misleading owing to variations which arise when differing definitions are employed in data collection.

Work provides a summary of information compiled through an extensive review of the literature on early school leaving. Summary provides profiles of dropouts and high risk students, as well as reasons for early school leaving. Factors contributing to dropping out are divided into categories which include: input factors (based on student characteristics); throughput factors (based on program and policy characteristics); and environmental factors which shape the relationship between the former two factors.

Concludes that it is essential to contextualize data results from dropout studies by providing conceptual models and theoretical frameworks appropriate to the local setting.

Refer to Abstract 39

40. San Diego City Schools. The 1982-83 School Leaver Study of the San Diego Unified School District. Research Department Report. San Diego, California, 1985.

Describes the problem of early school leaving in San Diego City Schools through analysis of 1982-83 school year data for grades nine through tweleve. Report identifies early school leaver rate for the district, and attempts to describe this population in terms of: race/ethnicity, gender, age, grade level, status at time of leaving, month, LEP status, handicap status, GPA, reading/ math level, personal social adjustment patterns, suspensions, VEEP and magnet program participation, and gifted status.

Work concludes that data on student leaving in 1982-83, with respect to the above, is almost completely consistent with data for the 197980 school year. It further concludes that SDUSD attrition patterns appear to be consistent with those found in other districts. Report recommends implementation of district-developed early intervention programs; directing special attention to high risk Black and Hispanic students.

Refer to Abstract 40.

41. San Diego State University NODAC. "The Prevention of Chicano-Latino School Dropouts." A Special Interest Conference. Anaheim, California, May 23, 1985.

Conference identified approaches for prevention of Chicano-Latino dropouts through provision of short-and long term strategies, programs, and policies. Conference goals included: 1) creation of a climate for action on school dropout prevention, 2) development of a process for planning a comprehensive dropout prevention plan, 3) analysis of legislation and research on the subject of dropouts and 4) examination of intervention practices at the elementary and secondary school level.

42. State Department of Education. Senate Bill 1525 - Federal Legislation to Fund Dropout Activities: Dropout Prevention and Reentry Act of 1985. Federal Liaison Office. Sacramento, California.

This bill authorizes funding (1987-89) for reduction of high school dropouts. Bill provides for reduction by means of grants to local education agencies. Bill makes it encumbent upon local agencies to apply money provided toward establisment of exemplary and demonstration programs.

Bill earmarks a portion of the first year money for the purpose of conducting a study for identification of dropouts, causes and prevention strategies. Remaining funds are to be allocated by the Secretary of Education to local education agencies in the form of grants to fund programs that: 1) identify strategies for prevention of dropping out 2) encourage reentry of students who have dropped out 3) establish model programs for reporting and collecting data on students who have dropped out. Federal funds allocated must be used in supplement to, not replacement of state and local funds. Amount of allocation to be based on school district size.

43. Steinberg, L; P. Belinde, and K.S. Chang. Dropping Out Among Language Minority Youth: A Review of the Literature. National Center for Bilingual Research, Los Alamitos, California, 1982.

This work presents information compiled from an extensive review of the literature related to the correlates and causes of dropping out among minority youth. Review examines primary and secondary data. Review examines both the cost of dropping out and the investment that would be required to begin reversal of the current trend.

Study concludes that premature exit from school inflicts costs on the individual and society which are disproportionately borne by those populations most likely to drop out. Work concludes that cost of prevention is substantially less than the loss inflicted upon the nation in terms of GNP and tax revenues.

Refer to Abstract 43.

44. University of the State of New York. "Increasing Minority Access to the Licensed Professions: A Regents Action Paper." The State Department of Education. Albany, New York, February 1984.

Work indicates that, historically, participation in educational programs that lead to professional licensure for minorities has always been relatively low. While in the early 1970s there was some increase in enrollment of minorities in certain fields, more recently there has been a decline in the number of minorities enrolling in and graduating from programs leading to professional licensure (based on state data for New York).

Work identifies elements of the problem and offers recommendations for short and long term actions. Elements include: 1) limited awareness of career options among minority students, 2) inadequacy of counseling, 3) lack of aspiration resulting from #1 and 2, in combination with language proficiency and self-image problems, 4) low expectations of minority children, 5) inadequate training in fundamental skills, 6) insufficient opportunities for special help, 7) inflexibility on part of adminstrative procedures in professional programs, 8) inadequacy of steps to promote retention through planning and provision of special help during high school and professional study, 9) lack of adequate funding and 10) lack of institutional committment.

Recommendations include: 1) establish formal mechanisms at regional and state level to ensure that local educational agencies, public libraries, professional groups, institutions of higher education, and State Department of Education collaborate on all activities designed to significantly increase the proportion of minorities in licensed professions, 2) make efforts at the elementary and secondary levels to prepare and retain minority students in education programs that are required for admission to professional programs, 3) ensure that two and four year institutions make special efforts to enroll and assist minority students in educational programs leading to professional licensing and 4) make special efforts, at the graduate and professional level, to increase enrollment, retention, and graduation of minority students in programs leading to professional licensure.

Refer to Abstract 44

45. Wehlage, Gary G. and Robert A. Rutter. "Dropping Out: How Much Do Schools Contribute to the Problem?" Wisconsin Center for Education Research, University of Wisconsin, Madison, 1985.

This work examines four national studies utilizing longitudinal data for the purpose of identifying trends in the dropout phenomena. The work presents findings based on the following four surveys: 1) Project Talent (Combes and Cooley, 1968), 2) Youth in Transition (Bachman, et al. 1971), 3) National Longitudinal Survey of Youth Labor Market Experience (Rumberger, 1983) and 4) High School and Beyond (Peng, 1984). Work draws most heavily from the latter as it is the most recent survey sampling pre- and post-leaving decisions.

Authors conclude that the bulk of research being conducted is based on the assumption that a better understanding of the characteristics of dropouts will permit educators to develop policies and practices which will resolve the problem. Such research, in the authors' opinion, has yielded negligible results because a focus on social, family, and personal characteristics does not carry any obvious implications for shaping school policy and practice. In addition, this traditional research approach has tended to identify characteristics which are least amenable to change.

Work concludes that new research should shift its focus towards understanding the interaction between student characteristics identified in traditional research and institutional characteristics which negatively impact students. Identification of factors that contribute to high risk students' decisions to leave can provide the basis for school-based reforms. While unable to change SES or innate ability of students; other contributing factors under the control of the school can be modified to change school conditions affecting marginal students.

Refer to Abstract 45.

IV. ABSTRACTS OF KEY DOCUMENTS ASSOCIATED WITH HIGH RISK STUDENTS AND DROPOUTS

Introduction

This section contains a set of abstracts developed from key documents associated with the literature on high risk students and dropouts. Abstracts are cross-referenced to the annotated biblilography (See Section III). Each abstract includes: a brief background on the problem a statement of the problems an outline of salient information extracted from the text and conclusions and recommendations of the author(s).

Abstract 1: Hispanics and Higher Education: A CSU Imperative, Final Report.

Background of the Problem

In May 1984, Chancellor W. Ann Reynolds appointed a Commission on Hispanic Underrepresentation. Its task was to consider factors related to the participation of Hispanics in post-secondary education and to make recommendations for increasing the proportion of Hispanics who complete study in the California State University.

Statement of the Problem

At the college level, impacts of a variety of programs to improve educational attainment of Hispanics and other minorities were evidenced between 1967 and 1978. Increased participation was noted. Since that time, however, progress has diminished, while total California Hispanic population has grown rapidly.

Conclusions and Recommendations

California cannot afford the massive and growing loss of talent of Hispanics and other minorities which is evidenced by diminished participation. The Commission believes that significant and sustained progress toward improving educational achievement must include: 1) better preparation for college, 2) improved outreach to Hispanic youth in public schools and community colleges and 3) provision of a university environment that is supportive of the growth and development of Hispanic students.

Better Preparation for College

Conclusion: Improved preparation for college and increased high school graduation rates for Hispanics are fundamental to increasing the proportion of Hispanics who meet requirements for regular admission to the CSU.

Recommendation: Although the CSU can influence the nature and quality of preparation for college in intermediate and high schools, the Commission urges the CSU to give careful attention to phase-in problems and to place special emphasis on working with predominantly Hispanic intermediate and senior high schools.

Conclusion: New and enhanced intersegmental efforts are necessary to address the fact that Hispanic students are less likely to transfer to the CSU than are Anglo students.

Recommendations: The Commission suggests that the CSU increase its support to projects and proposals which are geared to the early identification of prospective Hispanic transfers and which provide assessment, advisement and encouragement related to transfer. The Commission also recommends establishment of a staffing formula to fund outreach to community colleges.

Conclusion: The transition from high school to college is a particularly critical time in the educational life of a student.

Recommendation: The Commission urges the expansion of "bridge" programs which are designed to address students' academic needs, to build a network of peer group support, to enhance self confidence, and to make the campus a more familiar place.

Conclusion: The cost of a college education is a formidable obstacle to higher education.

Recommendation: The Commission suggests that the CSU continue to seek to increase the amount of aid available to low income students and to make programs more responsive to the needs of Hispanic students. The Commission further suggests the CSU should initiate college financial planning programs and give greater attention to publicizing the availability of financial aid and the application of fee waiver programs.

Improved Outreach:

Conclusion: Research findings suggest that outreach by college and university personnel to Hispanic students in grades six through nine is absolutely essential for substantial changes in the college-going rate of this group.

Recommendation: Commission recommends that the CSU embark upon an intensive and coordinated outreach program to students grades six to nine. And that the program should be supplemented by a comprehensive public information effort to heighten Hispanic community awareness about opportunities for postsecondary education.

Conclusion: The CSU can have an important impact on Hispanic youth in elementary and secondary schools through pre- and in-service preparation of teachers, counselors and other school personnel.

Recommendation: Multicultural education, teaching experience in ethnically different settings and knowledge of learning approaches for different groups of students should be part of every teacher preparation program. The Commission also suggests that the CSU intensify its efforts to increase the number of Hispanic students who become school teacher, administrators, specialists, counselors and school psychologists.

University Environment:

Conclusion: Provision of a university environment which is supportive of the growth and development of Hispanic students will require the provision of direct services to students as well as the enchancement of instructional capabilities through systematic changes in leadership, curriculum, staffing and knowledge about Hispanics and their educational situation.

Recommendation: The Commission recommends increased support for learning assistance and immediate efforts towards provision of mentors and mentor programs which provide support, practical information and guidance.

Conclusion: The shortage of Hispanic faculty and administrators is very serious.

Recommendation: The Commission suggests several innovative approaches for recruitment of Hispanic faculty and staff and urges the CSU to provide more opportunities for professional development for its current Hispanic professionals.

Conclusion: The Commission notes that while there is a growing body of research on the education of Hispanics, the knowledge base is inadequate in explaining factors affecting the educational attainment of Hispanics. This implies the need for a well-conceived and coordinated research agenda to analyze and address the underrepresentation of this group.

Recommendation: Focused research and development in the CSU through the establishment of an institute could greatly assist efforts to increase the representation of Hispanics at all educational levels.

Conclusion: Dramatic increase in the representation of Hispanics in the CSU will require regular, active and visible leadership of CSU administrators and faculty.

Recommendation: CSU leaders should intensify their endeavors to further cooperative efforts with K-12 schools, business and industry, and the larger community for the improvement of the educational attainment of Hispanics in California.

Abstract 2: The Status of Educational Attainment of Chicano/Mexican Students.

Background of the Problem

Educational change has advanced, albeit slowly, over the past fifty years by means of legislative mandate and court order, legal challenges regarding practice and policy, and research efforts.

Statement of the Problem

While a significant number of changes have been effected, many challenges remain for researchers working in the area of educational attainment of Mexican/Chicano children. An overview of current research in this area reveals that there is much to be done in order to promote formulation and implementation of institutional policies addressing curricular tracking, English language instruction, and post-secondary educational opportunities for Mexican/Chicano youth.

Salient Information from Text

Demographics

Section indicates number of persons of Hispanic origin living in the U.S. (Bureau of Census, 1981), and the number of Chicano/Mexicans living in California, as well as the number and percent of Hispanic students in grades K-12 in California public schools (California Dept. of Education, 1980).

Section indicates number and percent of Hispanic students participating in entitlement programs (1978 Survey Data for Office of Civil Rights).

Section concludes Chicano/Mexican students are at high risk of early school leaving.

Overall Educational Attainment at Elementary and Secondary Levels

Section identifies studies utilizing survey data compiled on educational attainment of Hispanic students.

Section indicates that review of research on subject confirms that educational attainment for Hispanics lags far behind the general population, as a whole, at all levels of schooling -- reported according to: 1) percent of Hispanic student population below grade level, 2) years of lag time 3) age/grade level for Hispanic vs. non-Hispanic students, 4) grades and 5) enrollment in college prep programs.

Section indicates that, based on extensive review of current research, there is a general consensus that aptitude variables (reading and math) are stronger predictors of early school leaving than are those related to family background and social class.

Section indicates that language minority status may be a larger impediment to educational attainment than is ethnicity. Supports conclusion by showing, that academic achievement is lower among students who are less proficient in English: language minority status is a very strong predictor of grade retention, and grade retention is a predictor of leaving school.

Variables Associated with Early Attrition

The following variables are identified as being associated with early attrition:

Language:

English language proficiency is a stronger determinant of dropping out than whether the individual comes from a non-English speaking background.

Chicano and Mexican students who are of a language minority status are at a higher risk of attrition due to a cycle of events not entirely attributable to the influence of socioeconomic class or ethnicity. The risk is more directly related to the linkages between: English language proficiency; English reading skill level; school achievement tests requiring well-developed English reading skills; and the propensity of schools to "track" students based on achievement test results.

Socioeconomic:

Socioeconmic status of students' family is also associated with early school leaving and low academic achievement, but is not as strong a predictor as language.

The socioeconomic composition of the school accounts for fifty percent of the variance in between-school differences in student achievement.

Section concludes that children who have are poor, Hispanic, and nonEnglish speaking are more likely to drop out than students who do not have these characteristics.

School Variables Associated with Early Attrition

Section indicates that there is little research which has examined the characteristics of the school environment, or school factors, which may pull students out of school early. There are few studies which examine the cumulative process leading up to premature school leaving, or the interaction of Chicano/Mexican students characteristics and school characteristics. Despite a lack of empirical evidence, there is strong indication of a lack of fit between Chicano/Mexican students and many school programs.

The following variables are associated with early attrition: 1) lack of responsiveness of school to student needs, 2) limited curriculum offerings, 3) prejudicial and/or inappropriate tracking, 4) negative interactions with teachers or school personnel, 5) negative or prejudicial attitudes attitudes on part of teachers, 6) dangerous or physically unattractive physical environment and 7) overcrowding and or understaffing of schools.

The following variables are associated with school failure to hold students: 1) absence of extracurricular opportunities, 2) absence of instruction in language comprehensible to student, 3) lack of resources which make school attractive and 4) absence of sufficient variety of educational options such as career education, vocational education and honors programs.

Overall Educational Attainment and Collegiate Education

Educational disadvantages associated with English language proficiency, curriculum tracking, and attrition work together to produce a limited pool of potential college enrollees.

Section indicates how Hispanic and Anglo student populations differ in collegiate education by comparing: level of enrollment, attendance status, types of institutions attended, and geographical distribution of attendance.

Based on comparison of percentages of Hispanic and nonHispanic graduates, retention of Hispanic college entrants is a serious problem.

Conclusions

Educational attainment of Chicano/Mexican students is still limited by systematic barriers within schools, including: 1) inadequate English language instruction, 2) curricular tracking, 3) negative teacher attitudes and expectations and 4) lack of post-secondary opportunities.

More comprehensive institutional policies need to be elaborated for each of the above before equal educational opportunity can be realized for Chicano/ Mexican students.

Abstract 4: Enhancing School Holding Power: A Dropout Prevention Plan.

Background of the Problem

In the spring of 1983, the Office of Research and Evaluation of Austin Independent School District published the results of its long-term study of the holding power of the District. It found that between nineteen and twenty-four percent of the student population drops out of school after age fourteen, and before finishing their education.

According to study results, chief predictors of dropping out are underachievement and poor attendance. Other factors include economic pressures, coupled with a general lack of support from peers, teachers and parents to remain in school.

Statement of the Problem

The problem of dropping out cuts across boundaries and includes all ethnic, social and ability groups. The gravity of the problem led to the establishment of a task force charged with the responsibility of developing a comprehensive K-12 plan to enhance the District's holding power. The plan made provision for addressing the problem at the following sites: regular schools, alternative settings, central administration and the community.

Salient Information from the Text

The Plan

The plan is based on the premise that the issue of holding power must be addressed as a collaborative effort which involves the school, community, central administration and alternative sites.

Under this plan it is the responsibility of the above agencies to: 1) emphasize excellence in academic instruction for all students and to provide intervention for high-risk students, 2) improve coordination and use of community resources, 3) coordinate, support, monitor, and evaluate school and district efforts and 4) provide a range of alternative settings for addressing high-risk student needs.

The plan describes the manner in which the problem is being addressed by each of these agencies and within the present level of resources available to them. In addition, the plan provides guidelines for: setting priorities, seeking new resources, redirecting resources that may not have been utilized with maximum effectiveness, determining appropriate use for new resources as they become available.

The plan includes an outline of actions that individuals can put into action within each of the four agencies mentioned.

Conclusions and Recommendations

Plan concludes with a summary of factors that have been identified as important for enhancing school holding power. The list is based on successful practices of existing programs and on findings made by the Office of Research and Evaluation: 1) administrative leadership is important in achieving educational improvement, 2) efforts which maximize time on appropriate tasks, under the direction of a single, qualified teacaher, improves learning and 3) chances of obtaining an improvement in learning may be greater when students are provided with *additional* educational experiences, rather than when an attempt is made only to improve the quality of on-going experiences.

Abstract 5: A Study of Dropouts.

Background of the Problem

Approximately 1000 out of the 58,400 students in the AISD leave school without completing graduation requirements and acquiring skills essential for success in an increasingly complex work world.

Statement of the Problem

Although dropouts cut across all ethnic and economic levels in Austin, the rate at which they leave varies from group to group. Hispanic students drop out at at about twice the rate of Anglos and other students. Blacks were found to drop out at a rate between those of Anglo and Hispanic students.

Salient Information from the Text

Who Drops Out

High-risk students can be identified utilizing information which is generally available to all schools.

Grade point average was found to be the single best measure for distinguishing between potential dropouts and continuing/graduating students.

Grade relative to age was determined to be the second best predictor of early school leaving. Over half of the Hispanic males who were behind a grade or more left school. The same is true for female students, regardless of ethnicity.

Ethnicity was identified as the third strongest predictor. However, the study found no negative, ethnicity related factors which operated independent of school-related characteristics. All unique cultural characteristics related to early school leaving operate through other major academic variables (GPA, grade relative to age), incidence of discipline problems and gender.

Gender and incidence of discipline problems show some relationship to early school leaving -- females being more likely to dropout than males in the same grade, at the same achievement level, and within the same ethnic group.

Reasons for Dropping Out

Interviews done with one hundred dropout students lead to the conclusion that in many cases the generalities used to describe dropouts as a category do not apply to individual students.

Dropping out is more likely to be associated with the accumulation of factors over time than to be the result of the few factors generally used in isolation to describe dropouts.

Reasons given by students can be divided into two broad categories: school-related, and personal/economic reasons.

Consequences of Dropping Out

Study found that the average dropout lacks basic skills necessary in the work world and is likely to be faced with the prospect of high levels of unemployment and low levels of income.

Twenty to twenty-five percent of all youth in the U.S. reach adulthood without acquiring a minimal number of useful skills.

Conclusions and Recommendations

Two basic conditions must be met before the dropout rate can be significantly reduced: 1) district-wide consensus must be reached that early school leaving is a serious problem; one which requires the attention and committment of all and 2) recognition of the dropout problem as a multifaceted educational problem which spans all grade levels.

In order for dropout prevention programs to be effective they must: 1) ensure that all students who are capable develop a basic set of useful, basic, academic skills and 2) attract and hold students by adding program components which address their economic needs, provide activities sufficiently valuable and interesting enough to overcome the attractiveness of out-of-school interests.

Abstract 6: Developing Educational Programs for the High Risk Secondary and College Student.

Background of the Problem

The bulk of social science research associated with high risk/dropout students recommends piecemeal types of solutions. Such solutions fail to account for the many and varied dimensions of the students' educational experience; from formal classroom work to extracurricular activies and home life.

Statement of the Problem

Social science research should be directed towards: 1) identification of high risk student characteristics; the impact of high risk students on educational institutions; proposed and existing solutions to the problem at the secondary level and in institutions of higher education, 2) evaluation of policies and practices which effect high risk students and 3) construction of theoretical models capable of accounting for past effective actions and of providing guidelines for future actions.

Salient Information from the Text

High Risk Student Characteristics

Socioeconomic factors used by most public funding agencies and many researchers for the purpose of describing student characteristics are those associated with home environment, and are therefore beyond the control or direct intervention of educators.

Authors suggest that inclusion of school related factors, such as task performance, in future research will provide educators with information regarding areas where they may have a more direct impact.

Responsibility

Section notes that institutional attitudes regarding responsibility for high risk students is expressed directly both through school curriculum and school organization. Research should assist educators and administrators in identifying these attitudes and determining whether they hold positive or negative consequences for students.

Curriculum

Section notes that educators must be made aware that high risk students differ qualitatively in their skills from other students. While the amount of treatment required in any one skill may vary for risk and nonrisk students, the range of skills expected of each group must not.

Conclusions and Recommendations

Theoretical models for addressing the needs of high risk students should contain components which speak to: curriculum concerns and evaluation practices; school organization and administration; personnel and student concerns; articulation with other community institututions and agencies.

Recommendations are offered in each of these areas. Programs are identified which propose, or have implemented, strategies related to the recommendations cited.

Abstract 7: Excellence for Whom?

Background of the Problem

Demographic projections indicate that in thirty years the State of California will have a "minority-majority." The Planning Committee of the California Achievement Council has expressed concern that the education system may be ill-prepared to address the needs of culturally and linguistically different students. The Committee recognizes that the achievement gap between minority and nonminority, and high and low income students widens as they move through the education system. It is the belief of this Committee that the problem can only become more serious as the number of minority and low income students increases.

Statement of the Problem

Theories utilized to explain the gap in achievement can generally be divided into two categories: those which blame the students and their socioeconomic environment, and those which blame the school. It is the intention of this report to support the position that low achievement results from an interrelated set of causes associated with both the school environment and cultural factors.

Salient Information from the Text

Excellence for Whom

The key issue on the subject of academic achievement is not, as current reports suggest, the general excellence or mediocracy of blanket educational reform; but excellence for whom and by what standards. Report suggests a strategy which links together excellence and equity.

Components of the report include: examination of demographic trends in California; analysis of the experiences of poor and minority students in California schools and institutions of higher education; identification of effective schools, programs, and practices; recommendations for extending successful programs and practices statewide.

Demographic Trends

Demographic projections for California in terms of size and ethnic composition of the state's population are reported.

Four probable outcomes can occur if current patterns of educational attainment are not changed. Outcomes are described in terms of: 1) skill level of future workers vs. skill levels of past generations, 2) number and percent of minority and nonminority students entering and graduating from high schools and universities, 3) number and percent of minority and nonminority students graduating in math and science related fields and 4) potential of youth cohort to support the aged cohort through social security deductions from salaries and wages.

Journey Through School

1) This section: describes the "journey through school" and examines the effects of the schooling process on Black, Hispanic, and poor students in terms of: 1) geographic distribution of enrollment, 2) quality of schools attended and 3) school conditions, expenditures, teacher quality and curriculum.

2) Indicates that the above factors affect the journey through school. Minority students are less likely to have access to quality resources during the course of their journey.

3) Examines journey at the elementary level -- focusing on effects of ability grouping on achievement gap, as measured by CAP and CTBS scores. Indicates that as students progress through school the achievement gap between Anglo and minority students widens.

4) Examines journey at junior high level -- emphasizing the significance of the "sorting" process for high and low achievers which occurs at this level and the implications this has for the range of future options of students. Emphasizes need for more attention to critcial role junior high plays in process.

5) Examines senior high in terms of curricular tracking -- stating that both nationally and in California minority and poor students are taking more remedial courses, and fewer advanced academic courses, than are Anglos.

6) Examines senior high in terms of achievement scores, as measured by CAP and CTBS tests, and finds that: 1) overall performance of senior students has remained stable or declined in most subject areas since 1970, 2) performance of minority students has remained stable in some cases and declined in others, but declines among minorities have been smaller than for Anglos and 3) achievement gap has narrowed but not closed.

7) Examines senior high achievement in terms of the percent of Anglo and non-Anglo students meeting present graduation requirements.

8) Examines journey in terms of post-secondary options of students and concludes that, although general figures reporting the number and percent of Anglo and minority students entering higher educational institutions might indicate that the California system is working with comparable effectiveness for students from different ethnic and economic backgrounds, the figures conceal large differences in terms of: 1) quality of institution, 2) rate of program/degree completion and 3) type and level of program selected.

Turning Schools Around

There are measures of success other than test scores that schools may use. Some of these may be more appropriate for use with specific student populations, or in given curriculum areas than are mean test scores. Measures of outcome might also include use of collegebound rates and employment figures.

Positive changes can be initiated by individuals, to turn schools around, may be implemented in portions of the curriculum, and may result from catalysts within or outside of schools themselves.

This section identifies successful cases of "turn around" and indicates critical elements in all cases include addressing: 1) leadership, 2) expectations, 3) learning environment, 4) parent/community involvement, 5) quality of curriculum, 6) staff development and 7) differences in cultural/ethnic response to educational opportunities.

Strategies for Improvement of Achievement

Section examines strategies which may serve as the basis for statewide implementation and suggests that the following points be considered in the account in the formulation and implementation of strategies:

Because the achievement gap increases with grade level, any effective solution must address elementary, secondary, and post-secondary levels, as well as the transition between them.

Because access to same-quality educational resources presently differs for minority and non-minority students, solutions must give special attention to correction of resource disparities related to curriculm, teacher quality and teacher vacancy rates.

Because "sorting" of students leads to placement of a disproportionate number of minority students at the bottom of the group, strategies should aim at elimination of unnecessary division of students, ensure that poor and minority students are adequately prepared for and represented in higher ability groups.

Because education/educators should be responsive to new incentives, solutions should make provision for including incentives to work towards improved achievement for all students.

Because most successful programs seem to hinge on personal leadership, strategies should provide for mechanisms to attract and retain the most capable people into the field of education.

Because middle schools are the "missing link" in the educational process, solutions should incorporate means of focusing attention and resources at this critical juncture.

Because there are differences in the way students of different social, economic, and cultural backgrounds respond to educational opportunity, solutions should not be based on stratgies which provide only for the aggregation of groups and subgroups.

Because there is evidence that the factors which create the achievement gap are found not only in the school, but also in society, strategies should make provision to counteract nonschool factors affecting achievement.

Because of the gravity and pervasiveness of the potential impacts of low academic achievement, strategies must promote solutions as being in the best interest of all citizens -- resulting in a truly comprehensive approach to the problem.

Conclusions and Recommendations

Recommendations identify: 1) role to be played by Achievement Council -- working in conjunction with State Department of Education and State Board of Education, education organizations, community groups and business community, 2) number of school-based strategies -- including improved accountability in the areas of curriculuar tracking and teacher/administrator competence and 3) a number of community-based actions.

Abstract 8: Dropping Out, Losing Out: The High Cost for California Schools.

Background of the Problem

In 1984, the Assembly Office of Research (AOR) initiated a study of the dropout problem in California. The AOR brought together academic, school, and community experts to discuss both the problem and possible legislative solutions. This report is based on statewide findings from a study of the graduating classes of 1983. It identifies consequences of dropping out, as well as factors contributing to early school leaving. Recommendations for legislative action are included.

Statement of the Problem

The dropout situation in California is grave, both in terms of the dimension of the problem, but also in its consequences. It is a problem which crosses all geographic and ethnic boundaries and leaves students without the basic skills with which to face the future. It is a problem which negatively impacts both the individual and the economic growth of California.

Salient Information from the Text

Attrition Rates

The statewide attrition rate in high school graduating classes has doubled since 1970. The largest increases occurred after summer school courses were reduced in the post-Proposition 13 period.

Since the mid-1970s, the attrition rate has accelerated in the twelfth grade. This suggests that a significant number of students persist until twelfth grade, but do not graduate.

The rate of attrition in California has grown more rapidly than the national average, and now exceeds it.

The conclusion is that the problem is not specific to region, nor is it confined to any particular ethnic group.

Consequences

Personal and social consequence of early school leaving is lowered employment potential of individuals and revenue loss and expenditures for the state.

Contributing Factors

Reasons students leave school: 1) academic reasons: overage for grade, failure to pass proficiency tests and courses required for graduation, 2) economic reasons: second most common reason for leaving indicated by male students and 3) personal reasons: pregnancy being the most common reason indicated for females.

School-related factors contributing to academic failure and dropping out: 1) inadequacy of counseling services, 2) tendency to track students into remedial classes in disproportionately high numbers, and into honors/prep programs in disproportionately low numbers and 3) narrowing of curriculum in response to financial pressures, increased graduation and college entrance requirements, mandates regarding proficiency testing.

Schools can be made more effective in reduction of dropout rates: changes in curriculum, counseling, and school organization have improved the academic performance of students who enter high school with low reading scores.

Legislation

Laws are examined which require school attendance and alternative program options -- continuation school, regional occupation programs, independent study.

Although a legislative framework exists for regulating school attendance: 1) in-practice laws are not enforced with uniformity across the state, 2) financial incentives in state law encouraging school districts to increase attendance are flawed in their administration and 3) alternative programs have not provided a systematic safety net for prevention or recovery, and sufficient data for evaluation of these programs prevents assessment of their effectiveness.

Conclusions and Recommendations

Resolution of the problem will require a three-pronged approach which includes:

1) Enforcement of existing laws designed to keep students in school

    State should require districts to collect and report comprehensive data on dropouts

    ADA procedures should be changed from a system which encourages absences to one which encourages improvement of attendance

2) Addressing school-related factors which contribute to student academic failure

    Expand SB 813 Tenth Grade Counseling Program

    Review availability and accuracy of counseling services

    Expand summer school programs

    Focus on intermediate school

    Establish review mechanisms for high schools with acute problems

    Establish mechanisms for accrediting high schools

3) Strengthening safety net of dropout and recovery programs

Abstract 9: Who Will Teach the Children?: A Strategy for Improving California's Schools.

Background of the Problem

The Commission on the Teaching Profession was created in August of 1984. Seventeen commission members from a wide spectrum of occupations were appointed by the three funding agencies. The Commission was to study the current state of the teaching profession, K-12, and to make recommendations regarding the means to improve it. To this end, the Commission held seven public hearings throughout the state; sought advice of practioners and interested groups; conducted on-site visits; sponsored a team to conduct in-depth studies.

Statement of the Problem

The education system is currently being faced with two critical problems which will have significant impact on academic achievement of students: 1) an existing and continuing shortage of teachers, and 2) poor preparation of those entering the field. Educational reform must address these two issues. The Commission has tendered twenty-seven recommendations. These recommendations can be clustered around the following three basic themes: 1) restructure the career of teaching and establish high professional standards 2) redesign the school as a productive work place and 3) recruit the most capable people.

Salient Information from the Text

Restructuring

There are defects in the occupation of teaching that suggest that professional standards are being compromised by administrative expediences that hide the extent and significance of the teacher shortage and serve to undermine teaching quality.

The problems which undercut teaching include: 1) low entry standards 2) poor selection standards 3) resorting to use substandard credentials and misassignment as emergency actions 4) failure to evaluate teachers carefully for tenure 5) absence of work norms encouraging excellence.

The Governor and Legislature should act to establish a new system for setting and enforcing professional standards.

The Governor, Legislature, and universities should deregulate academic training of teachers: that current course-based regulations be replaced with an assessment system designed to evaluate a credential candidate's professional knowledge, and on-site performance should be assessed.

The California Teacher Standards Board should require a teaching residency for obtaining a clear credential.

The California Teaching Standards Board could replace the Emergency Credential with an alternative route into the teaching profession.

Other processes for granting tenure could be developed.

Section recommends local school districts and California Teaching Standards Board could establish a "board certified" classification; permitting certification of expertise and linking it to higher pay.

Local school districts, Governor and Legislature should create a competitive grant program to provide advanced career options to teachers.

Local school districts might give teachers full credit on salary schedules for total years of experience.

Local school districts, Governor and Legislature could fund and offer sabbaticals to teachers for improvement of professional skills.

Redesign

Section indicates that the need for a positive environment that encourages teaching and learning will become more critcal as demographic changes effect changes in school size and composition.

This section recommends that: 1) Governor, Legislature, and local school districts initiate process of reducing class size -- legislation to create new state funded financing of local project designed to accomplish this.

2) local school districts, Governor and Legislature provide safe and sufficient classroom space through use of quarter system for yearround schools, funding maintenance, rehabilitation and new construction needs.

3) Superintendent of Public Instruction, Governor and Legislature provide sufficient instructional materials.

4) Superintendent and local school districts develop and publish a biennial index of conditions for teaching and learning for every school.

5) local districts and Superintendent intervene when given schools at risk of educational bankruptcy -- intervention to include monitoring of school by school board and district superintendent when management teams are unable or unwilling to take corrective action.

6) Governor, Legislature and Superintendent of Public Instruction restructure existing State Commission on Education and Teaching.

7) Superintendent focus State Professional Development Programs on educational improvement.

8) Superintendent, Governor, Legislature and local districts define role of principal and fund a system of internships.

9) Superintendent, Governor, Legislature and local district develop agreements to formalize cooperation between teachers and administrators in educational improvement.

recruitment

This section examines dimensions of teacher shortage and suggests ways education can compete effectively in labor market to attract quality teacher candidates and recommends that:

1) Governor, Legislature, and local districts make salaries competitive with other professions.

2) Governor and Legislature restore lost purchasing power by for career teachers through cost of living increases.

3) State Department of Education and local school districts initiate recruitment campaigns.

4) colleges and universities recruit minority propects at high school level.

5) Superintendent, Governor and Legislature create work-study programs in public schools for college students.

6) Governor and Legislature offer additional service-payback fellowships to prospective teachers.

Conclusions and Recommendations

Paper concludes that, because teachers are a critical part of education, the major portion of resources available should be invested in them. This conclusion is based on premise that Californians are willing to pay for better teachers and schools, reallocating existing revenues can finance much of the Commission's program and bulk of the recommendations entail little or no cost.

Reform will require cooperative effort on the part of all parties responsible for funding, managing, and staffing schools. Table included which shows breakdown of actions and responsible agencies.

Abstract 11: Performance Report for California Schools: Quality Indicators.

Background of the Problem

The public has begun to show support for a sweeping reform of public education in California. In order to retain this support and to increase school revenues, deriving from such support, it will be necessary to demonstrate that something concrete in the way of reform is occurring. The Performance Report is intended to facilitate this effort by serving as an accountability plan. It is the intention of the Report to demonstrate to the public that the State has taken serious action by identifying a comprehensive set of accountability standards, establishing state targets, and initiating improvement efforts in each school and district.

Statement of the Problem

The accountability program is one element of a more generalized reform movement which addresses: 1) higher quality curriculum, 2) higher quality teachers, 3) improved preparation of school administrators, 4) improved quality of tests and texts and 5) increased participation of community and private sector in schools.

In its three phase program the accountability plan: 1) identifies state goals for improvement of specific areas over the course of the next six years, 2) provides summary reports to schools and districts regarding schools' statewide status, 3) provides schools with guidelines for establishment of local strategies for helping the state achieve its goals and 4) makes provision for recognizing schools which exhibit exemplary achievement, and for schools showing significant growth in achievement.

Salient Information from the Text

Phase One: Quality Indicators and Statewide Targets

Purpose of this phase was to identify quality indicators against which educational improvements could be measured and to determine goals for statewide improvement which would positively impact curriculum and instruction.

Quality indicators were established in elementary, junior and senior high schools. High school indicators to be based on: 1) course enrollments, 2) CAP scores, 3) performance of college-bound students (based on SAT scores, advanced placement exams, college performance), 4) dropout and attendance rates and 5) other factors such as extramural activites and amount of homework and writing required.

Phase Two:

Purpose of this phase is to encourage and support local action toward meeting state goals, and provide information necessary for schools and districts to set their own goals in support of state goals.

The state will assist schools in this effort through provision of data specific to each school regarding its performance on the statewide quality indicators.

Schools are expected to "complete" the Report by providing locally collected information describing the quality and success of the school program. Local data may be qualitative or quantitative.

Phase Three:

Purpose of this phase is to identify exemplary schools through utilization of qualitative and quantatitive variables.

Section indicates that schools will receive recognition for both their level of performance (standing) and for growth from baseline levels (change).

State and Local Roles in Education Reform

A school's Performance Report is a single document which is comprised of two parts: 1) quality indicators reported by the State Department of Education and 2) qualtiy indicators collected locally by schools.

The State's portion of this document identifies school's performance on a common set of indicators collected by the State. Statewide goals established for each of the common indicators are also reported so that individual schools may set their goals in relation to those of the State.

The school's portion of the document presents indicators of education quality based on data available at the local level. Local indicators may include quantitative data, qualitative assessments, and professional judgments. Indicators should address: 1) strength of school's curriculum, 2) school's vitality and harmony, 3) amount and quality of homework and writing assignments, 4) quantity and type of books read, 5) support school receives from community and parents, 6) awards and recognition received, 7) nature and quality of support school provides for students with special needs and 8) participation of students in extracurricular activities.

Additional Information to be Collected by State

Section indicates order to ensure more completeness of information, and to complete in gaps in current data bases: additional information to be collected through the California Basic Education Data System (CBEDS).

Data to be collected includes: 1) number of high school graduates meeting model graduation standards set by State Board of Education, 2) number of high school graduates completing UC admission requirements, 3) high school enrollments in courses designated by school and approved by UC system as meeting requirements, 4) ethnic and racial composition of enrollments in selected high school courses, 5) student participation in extracurricular activities, 6) number of high school dropouts, 7) attendance rates in all schools, 8) total daily instruction time for intermediate and elementary schools and 9) instructional time for each subject area in intermediate and elementary schools.

Conclusions and Recommendations

By establishing state-wide targets, involving local schools and districts in setting targets, planning improvement activities, providing for continuing information on results, this plan will make an important contribution to the more generalized reform movement underway in California.

Abstract 12: Raising Expectations: Model Graduation Requirements.

Background of the Problem

The National Commission on Excellence in Education has strongly suggested that the preeminence of the U.S. commerce, industry, science and technology innovations is being challenged and surpassed by foreign competitors. Mediocracy in education is identifed as a major contributor to this state of affairs. The California State Board of Education has linked mediocracy to academic course requirements. Actions have been taken by the State Board to address curriculum standards and to establish model graduation requirements.

Statement of the Problem

Since 1969, school districts have independently established graduation requirements. Differences in local circumstances and financial inequities have led to disparate standards. In 1983, by means of state legislation (ACR 14), the State Board of Education was urged to require each school district governing board to compare its existing graduation requirements and curriculum standards with the model standards developed by the State Board of Education and Superintendent of Public Instruction. School districts were asked to review and to evaluate those requirements in relation to the Board's model. The Board further suggested that schools begin phasing-in new requirements based on the state model.

Salient Information from the Text

The Model

The model, as approved by the State Board of Education, is designed to be consistent with the intent of the Subcommittee on Standards of the Coalition for Intermediate and Secondary Education Improvement. All students in California have the right to receive a challenging education experience which will prepare them to undertake college-level courses and to perform meaningful work in the marketplace after graduation. This model is considered as an addition to State-mandated requirements and this model represents dual goals of improved educational quality and increased equity.

Conclusions and Recommendations

The Board strongly recommends the following implementation of its model: 1) provide for maximum flexibility for students to satisfy the model graduation requirements, 2) promote the intention that requirements be met by all students -- making provision for individual education plans for students with special needs, 3) encourage all alternative schools and programs to provide for all students through a variety of methods and optional approaches towards achievement of this goal, 4) structure in additional flexibility for students who are able to demonstrate proficiency by exam and 5) acknowledge the importance of vocational education, although it is not a component of the model itself.

Abstract 13: School Attendance Improvement: A Blueprint for Action.

Background of the Problem

Poor attendance is the most frequently identified symptom of the potential dropout. Despite evidence suggesting connection between attendance and quality education, absenteeism remains a crucial problem.

Statement of the Problem

Absenteeism is a costly problem and one which significantly impacts those districts suffering from a decline in enrollment and revenues. It is costly to those both directly and indirectly involved: the absent student, who misses academic instruction; other students, who are deprived of instructional time that the teacher must devote to "catching up" returning absentees; the school and district, which lose ADA money; and the community, where the short-term effects are manifested in criminal activity and the long-term effects are reflected in declining social, economic and political well-being of society.

Salient Information from the Text

Pilot Study

During the 1981-82 and 1982-83 academic years, thirty two schools in twenty-eight districts were involved in a pilot study on attendance under the auspices of the School Attendance Improvement Act (Chapter 1329, Statutes of 1980). Selected schools, representing a cross section of geographical locations, ethnic groups, district size, and grade levels, implemented strategies for improved school attendance. Strategies were judged effective in cases where actual attendance improved by a minimum of two percent.

Single factor solutions to the problem of attendance should be discarded in favor of development of a comprehensive approach based on the following steps: 1) assessment of actual attendance -- actual attendance can vary significantly from apportionment attendance and masks the extent of the problem, 2) development of comprehensive policies and procedures involving parents, students, teachers, administrators, personnel, and the community -- as per legislative intent of School Attendance Improvement Act and 3) selection of comprehensive program strategies. Section indicates that successful programs include expectation of attendance, notification of parents, and clearly delineated outcomes for both poor and regular attendance.

Conclusions and Recommendations

Pilot study results demonstrate increased likelihood of improved attendance when the following four components are included in the implementation of the plan: 1) school-to-home contact -- including telephone calls, parent conferences, newsletters, home visits and media presentations, 2) rewards for regular attendance -- care being taken if group competition used as the basis for making awards, 3) preventative strategies such as counseling programs, tutorial services, and educational options such as independent study and 4) clearly delineated consequences for poor attendance -- including in-house suspension and "Saturday school."

Abstract 14: Educational Performance in California: An Hispanic Community Appraisal.

Background of the Problem

In January 1984, Superintendent of Public Instruction, Bill Honig, established the Superintendent's Council on Hispanic Affairs. The primary charge of this Council was to advise the Superintendent on issues affecting the Hispanic Community. A symposium was held by the Hispanic Administrators for Quality Education (a member organization of the Hispanic Affairs Council) for the purpose of addressing issues related to California's fifty percent dropout rate among Hispanics. The findings and recommendations of the Council are included in this report.

Statement of the Problem

There is serious concern among Hispanics statewide that unless schools give stronger consideration to the educational needs of Hispanics, new reforms geared towards general educational improvement may negatively affect Hispanic youth. Of primary concern are new graduation requirements. While supportive of general public demand for higher quality education, the Council insists that attention be given to the plight of Hispanic students. Many of these students, already at high risk due to educational neglect, may be further threatened if the new reform movement is not tied to the improvement of educational attainment for all students.

Salient Information from the Text

Summary of Major Findings

The current dropout rate of Hispanic students is between forty-five and fifty percent statewide, and as high as seventy percent in some of the more racially segregated and economically impacted communities.

While there are numerous factors external to the school that contribute to the dropout problem, there is a growing body of research that identifies institutional barriers as largely responsible for pushing students out of school.

Two actions which should be taken to rectify this situation: 1) school officials should give serious consideration to school site self-assessment processes in order to determine if institutional barriers exist which impide their ability to hold Hispanic students and 2) Superintendent should assume a leadership role in developing and promoting a legislative and programmatic policy to target Hispanic students who are at high risk.

The conclusion is that schools will increase the risk of Hispanic student early school leaving if the newly recommended graduation requirements are implemented without providing instructional and institutional support and interventions necessary to ensure student success with new core curriculum requirements.

Teacher Expectations

Section indicates that low teacher expectation is a major factor contributing to Hispanic underachievement. There is need for reform in the area of teacher preparation and staff development and that such reform must emphasize teacher sensitivity to Hispanic students and community. Testimony gathered across the state indicates support for this type of reform.

In order to raise expectations, it will be necessary for teachers to: develop better understanding of the socio-cultural background of students, develop Spanish language competency and expand their set of teaching strategies.

School Accountability

There is a broad base of support among Hispanic communities statewide for expanding the thrust of the present public accountability program to include fiscal information, program quality, as well as legal measures and sanctions which can be employed in cases of serious violation.

The community favors placing schools under state or court receivership when found to be in severe noncompliance with state or federal programs designed to meet special educational needs of Hispanics and other minorities.

A major reason why Categorical and Civil Rights programs are less successful than intended is that requirements are not enforced as stringently as they should be by the State Department of Education.

School Reform

In spite of, and in some cases because of, current school reform measures such as SB 813, the underachievement status of Hispanic students will not improve.

Raising academic standards and requiring additional academic courses for graduation without provision for addressing related problems at the intermediate and elementary levels will guarantee increased underachievement and higher dropout rates in the high school.

At the secondary level, the underachievement status of Hispanic students will be reinforced by the practice of tracking them into nonacademic courses where curriculum is diluted.

While SB 813 holds potential for bringing about long range institutional change, it is not comprehensive enough to address the immediate educational needs of the heterogeneous Hispanic student population.

Core Curriculum

While the Hispanic community agrees with the general public regarding the need for improved core curriculum and mastery of basic skills, there is concern that provision be made to include complementary content which favorably reflects experiences, values and cultural traits of the Hispanic

Parental Participation

There continues to be a severe communication gap between Hispanic parents and local school officials -- a gap which prevents parents from fully understanding the reform policies and programs of SB 813, and making it impossible for them to become collaborators in the reform movement locally and statewide.

For schools to achieve success in educating Hispanic students, greater effort will be required on the part of schools, county offices, and the State Department of Education to make parents equal partners in educational reform.

A collaborative working relationship could begin by developing greater awareness, on the part of parents, regarding SB 813 and other related reform programs. Providing parents with materials and assistance in helping them help their children with skills development and homework is another avenue which should be explored.

Community Confidence in Schools

While the Hispanic community is generally supportive of the present statewide education reform movement, it has little confidence that schools will properly implement reform programs in ways which benefit Hispanic students.

Present movement represents an opportunity for schools to regain the confidence of the Hispanic community, but in order to achieve this the State Department of Education will need to assume a leadership role in initiating a public campaign in support of education practices which specifically target Hispanic students.

School Responsiveness to Community

Schools have been unresponsive to the Hispanic community, changes in the community, and their implications with respect to education of Hispanic youth -- being particularly negligent in the areas of curricular tracking and demographic change.

The State Department and Legislature should take a leadership role in development of comprehensive forecast studies aimed at obtaining data useful for planning improvements for Hispanics in education and in institutional changes necessary for making such improvements.

Role of Business and Industry

Underpreparation of Hispanic youth will lead to serious deterioration of the quality of the State's labor force.

The Hispanic community is open to urging business and industry to take an active role through investment of time, energy and resouces in programs designed to address needs of the Hispanic community.

Conclusions and Recommendations

Major goals proposed for the State Department are outlined: For each goal a series of recommendations for action is offered.

Abstract 15: School Dropouts - A Discussion Paper.

Background of the Problem

In spite of compulsory attendance laws, an increasing number of youth between the ages of twelve and seventeen continue to leave school early, or are so rarely present that their connection to the school is marginal.

A door-to-door survey conducted in nine states (1973-74) by the Children's Defense Fund indicated that approximately five percent of all children ages six to seventeen were out of school for at least one quarter of the school year, as were approximately twenty percent of all sixteen to seventeen year olds. In addition, the survey found that children who were out of school were characterized by their "differentness" from other children. That is, they were primarily: non-Anglo (or Anglo, but not middle class), non-English speaking, poor, had special needs, were not smart enough, or were too smart. In sum, they were children who had long histories of "differentness" which began before the children left school. These histories included: acts of delinquency, lower than average self-esteem and occupational aspiration, poor academic performance, absenteeism and truancy.

Statement of the Problem

Despite awareness, on the part of students and their families, of the consequences of dropping out (illiteracy, unemployment, delinquency, welfare dependency) they continue to dropout. In many cases, however, they do so because of the lack of any alternative provided them by the school.

Salient Information from the Text

Size and Composition of the Dropout Pool

This section describes the pool in terms of number, age, ethnicity, special characteristics and major activities subsequent to leaving school.

Several methods with which to project the number of out-of school-students and difficulties methodological difference can create in comparison studies are examined.

Section presents general chararcteristics of out-of-school children in terms of: age, gender, ethnicity and family background (data based on individual and family charactersitics provided by SIE survey). Section indicates that:

1) most of the 300,000 youth are over fourteen years old.

2) virtually the same number of women as men leave school.

3) minorities are represented in the out-of-school population in slightly higher percentages, compared to their percent of the total population.

4) a higher proportion of youth from low income and working class families are dropouts.

5) approximately one-third of youth whose major activities were other than school attendance were employed -- however, work as an alternative to school was not equally available to young people depending on their family income, race or gender.

Reasons for Leaving School

Section indicates that two common forces contribute to youth leaving school: 1) those within school which create student dissatisfaction and alienation, leading to a feeling of being pushed out and 2) those outside of school which attract students away from school.

The more dominant force in the interplay between the two forces is the failure of the education system to adequately identify the need and provide early intervention for those students whose growing dissatisfaction with school culminates in their leaving.

Intervention Strategies

There are currently a number of strategies and programs aimed at preventing early school exit: 1) attendance and truancy programs, 2) continuation high schools, 3) independent study, 4) school attendance review boards and 5) stay-in school programs.

There are a number of common themes in programs successful in reducing dropout rates and improving attendance. The following represent a number of these themes: 1) schools should provide for diverse learning opportunities, teaching styles and formats, 2) students should be granted credentialing reflecting diverse kinds of achievement -- current testing and credentially procedures tend to focus on too narrow a range of academic competencies, 3) local agencies should be considered the appropriate arena for determining what programs suit local needs and for making provision for their implementation, 4) state administrative agencies and legislative bodies should be the appropriate agents for setting goals, defining state and local roles and providing technical assistance and coordination, 5) specific goals for reducing dropouts and increasing attendance should be assigned to local schools -- goals being monitored at state level, 6) because local agencies do not need more laws, regulations, programs or money existing programs can be improved by redirecting attention to goals which foster diverse ways of meeting students' needs and monitoring to ensure goals are being met and 7) close cooperation between education system and community should be encouraged.

Conclusions and Recommendations

The following findings are based on analysis of the size and composition of California youth and whose connection with school is limited, or absent all together:

1) 300,000 youth twelve to seventeen years of age are out of school -- thirteen percent of the total age group.

2) one-third of these youth are working at jobs with little future.

3) one-half of them are female.

4) low income and working class youth are more likely to be out of school than any other group.

5) males are more likely to be working than are females -- a large percentage of of women having left to marry or raise children.

6) most out-of-school youth have histories of academic failure.

7) all had been, at some time, identified by themselves, peers and school as being different, incapable, troubled, delinquent or in some way handicapped.

The suggestion is made that most out-of-school youth have been pushed out because of a lack of appropriate programs for them. It is possible to create programs which will be successful with divergent learners -- such programs being no more costly to create than those provided for academic training of college bound youth.

Lowering compulsory school attendance age would not solve the problem, as has been suggested, because the problem is not rooted in student's age and maturity, but in schools' failure to provide an environment which can accomodate a variety of student needs.

Imposing legal sanctions on truancy cannot solve the problem because forced attendance in an unproductive environment would be useless.

Policy formulation and implementation should be based on the following needs:

1. effective state leadership in encouraging districts to provide a variety of ways to develop student skills and competencies, as well as the appropriate procedures for certification of competency.
2. state education and youth employment program administrators to disseminate information to practioners on program models which provide a variety of education and training opportunities appropriate for dropouts.
3. legislatively established attendance and enrollment goals for local districts, and financial incentives for attaining goals.
4. revised current guidelines for School Attendance Review Board operations to ensure timely, early referral of students to programs that meet their individual needs.
5. study of the effect of large school size on dropout rate.

Abstract 16: Minority Youth: Problems and Prospects for 1987

Background of the Problem

Minorities are well on their way to becoming the numerical majority both in the state and within the schools. There is little reason to expect present demographic trends to be significantly different in the near future. Given this pattern of rapid minority population growth and concurrent majority growth decline: It is evident that the composition of California's population will be vastly different from historical patterns.

Statement of the Problem

There is reason to be concerned that adaptation to changing patterns may produce xenophobia, racism and fear resulting from potential loss of social, economic and political power. There is still greater reason to be concerned that the dominant group, in spite of numbers and pressures, will do little to create new and positive patterns for resolving problems associated with poverty within minority communities. As a result of this, and ineffectual policies for social and instituional change, the potential for social unrest will mount as increasingly large numbers of culturally and linguistically diverse populations fail to be incorporated into the socioeconomic system.

Salient Information from the Text

Implications for Schools and Society

Projections are provided for minority youth school performance which are based on demographic change and the application of past "performance reports." Projections indicate that in 1987 significantly larger numbers of minority youth will be: 1) achieving poorly, 2) dropping out early and entering the job market and 3) exhibiting skills leading to manual labor, underemployment and unemployment.

This path can only be altered through substantial changes in society and its institutions.

School Indicators

In spite of the billion dollar compensatory remedial programs operating over the past fifteen years; minority student achievement levels have not greatly improved.

In 1987, unless there is an unforseeable change, fifty percent of all dropouts and high school graduates will be unable to compete in the mainstream socioeconomic system because of their 2+ year lag in reading and academic skills.

School holding power has increased over the last decade for grades K-12, but college graduation rates for Blacks and Chicanos continue to be extremely low.

Several measures of isolation and segregation among minority youth are examined and there is a trend towards increased racial segregation and insolation occurring both within the nation as a whole, and within California schools. "In-school segregation" occurs in the form of curricular and ability tracking practices.

"Re-segregation" and social isolation will lead to perpetuation of racisim.

Social Indicators

A current U.S. Commission on Civil Rights study is examined to determine how well the nation is "producing" for minorities according to a range of social indicators. These social indicators are considered to be real world measures of school failure.

Also examined is how successfully society is structurally integrating its citizens in terms of employment, income, and housing.

Presented are the following findings based on these social indicators: 1) unemployment: if other factors remain constant, the number of underemployed/unemployed minorities will increase as the proportion of minority citizens in the state increases, 2) income and poverty: minority populations have a per capita household income which is about one-half that of the majority, most minority headed households have only one-half the income that is available to majority households, no noticeable relative improvement has occurred in the past sixteen years and 3) housing: a growing number of minority school students will be raised in substandard housing and continue to live under these conditions as adults.

The suggestion is that the sum result of the above will increase gaps between dominant group lifestyle and that of the rest of society -- increasing the potential for social unrest.

Policy Implications for Schools

Section identifies factors outside of schools.

Although the weight of outside factors, which contribute to educational failure of minority students, is greater than that of school factors, schools are responsible for some of the blame and therefore must be part of the solution.

School-based strategies and programs for elimination of poverty and dependence over the past fifteen years have been based on false assumptions and therefore doomed to failure. False assumptions: 1) poverty is caused by personal, cultural, and linguistic deficiencies, 2) schools and society are adequate in their present states and require little, if any change and 3) special programs directed at the "victims" will succeed in changing them.

Successful educational intervention will require education institutions to: 1) recognize that programs based on deficit models cannot reach their goals, 2) recognize that present government efforts are self-defeating -- forcing school acceptance of predetermined programs attached to dependency funds cannot effect institutional change as programs disappear when funding ends, 3) implement high quality schooling appropriate to its own setting -- generating models based on "cultural sufficiency" as opposed to compensatory/remedial models.

Conclusions and Recommendations

Even after schools have been radically improved it will still be necessary to effect changes in the socioeconomic system as a whole.

Section recommends changes whereby both the school and society promote educational quality and reject deficit models and their attendant underlying assumptions. Deficit models should be replaced with cultural sufficiency models, and that predetermined and rigidly detail programs be replaced by State provided incentives for stimulation of instructional self-study and self-directed change.

Abstract 17: Hispanic Underachievers: The Neglected Minority.

Background of the Problem

The rhetoric of public education has permitted divergence from social reality in ways which have maintained an entire class of Hispanic-English dominant underachievers at the bottom of the "educational pecking order." It is this group which is the least equal, has the greatest needs and yet is the one for which the least is being done.

Statement of the Problem

Changing demographics will set the period from 1985-1990 apart as a time which is unusually ripe for addressing issues affecting Hispanic-English dominant underachievers. The present forty percent failure rate of this group of students can be reversed. However, strategies for doing so must avoid "quick fix," single institution, single legislative action types of approaches.

Salient Information from the Text

Hispanic-English Dominant Underachiever

Hispanic-English dominant underachievers are defined as "second and third generation ethnic Americans who possess a wide range of educational skills but who are most often underachievers and lost in the nether world of education by virtue of their physiological identities, patronyms and sociocultural vestiges."

Academic Indicies

Section compares Hispanic and Anglo students and finds that: 1) Hispanic students experience twice the grade repetition of Anglo students, 2) Hispanic students have three times the overageness of Anglo students, 3) the dropout rate of Hispanic students is twice that of Anglo students, 4) the number of Hispanic students reading below grade level is more than twice that of Anglo students and, conversely, the number that are above grade level is only half that of Anglo students, and 5) the attrition rate for Hispanic students is twice that of Anglo students.

Indicators

Two key indicators of trends for Hispanics in education are: achievement and grade retention. According to data collected in the late 1960s, Hispanic achievement was the lowest among all ethnic groups. The same data reveals Hispanic achievement level is two to three years below that of Anglo students in basic skill areas. The gap between Hispanic and Anglo achievement scores widens over time and the longer Hispanic students stay in school, the further behind they fall.

Hispanics range from fifteen to twenty percentile points below Anglo students in social studies, science, math, and career/occupational development.

According to reading data (1979-81, grades 3-6), English fluent Hispanics scored lowest among all language minority English-fluent groups.

There is a great difference between the number of Hispanic and other secondary minority pupils who leave school, and their Anglo peers.

The attrition rate for Hispanic secondary students is forty five percent, in comparison with the twenty-one percent rate of Anglos.

Educational outcomes for Hispanic-English dominant students (as measured by key indicators such as achievement, attrition, overageness, and over-representation in special programs) should be cause for great alarm.

Conclusions and Recommendations

Conclusions are: 1) Approximately thirty-one percent of Hispanic students are LEPs.

2) Approximately forty-six percent of Hispanic students are fluent English dominant underachievers. However, as LEP students are by definition below grade level in English, the total underachieving population is closer to seventy seven percent.

3) Twenty-three percent of Hispanic students are at grade level.

4) Within the next decade Hispanics will constitute the largest student group in public schools -- comprising thirty to forty percent of the student body at the elementary school level, and twenty-five to thirty percent at secondary.

Recommendations are: 1) Educators both state and nationwide recognize the U.S. is heterogenous and that instruction in public school be made to reflect this.

2) Minority group representation in education policy-making and program development be increased.

3) Underlying assumptions, content and practices of all education programs be examined in the context of economic demands.

4) Role of school be understood within the broader context of the community.

5) Taking advantage of advances in research and technology as they produce new information in the areas of cognitive development, sociolinguistics and developmental learning -- information to be applied to the development of alternative instructional methods, tests and testing approaches.

Abstract 18: The Impact of Language Instruction on the Educational Achievement of Hispanic Students.

Background of the Problem

At the center of policy debates over the past few years has been the question of whether the language environment of elementary school instruction is linked to achievement in high school. Bilingual education, as a discipline, has been unable to contribute much in the way of empirical evidence to support the position that LES/NES students' learning is enhanced through use of the home language as the language of instruction. However, neither has the "other side" been able to empirically support an opposing position.

At the crux of the problem in this debate is the fact that much of the research generated by bilingual education has focused on the creation of theoretical typologies, and limited program evaluation. Theoretical frameworks have not been translated into empicial studies, and evaluations, such as exist, have been too limited to be generalizable.

Statement of the Problem

The purpose of this work is to examine empirically the link between elementary language environment and achievement in high school. Achievement is measured in terms of reading and math scores for LES and NES students. By demonstrating a concrete connection between language environment and achievement this work provides empirical evidence of the effectiveness of bilingual education.

Salient Information from the Text

High School and Beyond Data

The High School and Beyond database is identified, above other such bases, as useful for the type of research capable of forging an empirical link between elementary school language instruction environment and high school achievement. This base is part of a national longitudinal study of 58,000 students who, in 1980, were sophomores and seniors.

The HS and B accounts for variables which have been lacking in other bilingual program evaluations: control variables such as soicoeconomic indicators, initial language proficiency, control group and baseline data.

The HS and B data was utilized in identification of the impact of elementary language environment on high school in reading and math: high school reading and math achievement were employed as critical variables; socioeconomic status and elementary language of instruction were utilized as independent variables.

Conclusions and Recommendations

According to analysis of Hispanic LES/NES students, language of instruction in elementary school has an impact on a student's subsequent educational achievement.

Section indicates that reading and math achievement for LES/NES students in the mixed language classrooms was superior to that of their peers with similar backgrounds in both the predominantly English and the predominantly Spanish classrooms. Results suggest: 1) dual language learning enhances general linguist abilities; as evidenced by higher reading scores, 2) equal utilization of Spanish and English, by giving students the advantages both have to offer, aids in the acquisition of math skills; as evidenced by higher math scores and 3) mixed-medium classrooms serve a compensatory function for LES/NES students which overcomes their language disadvantages in educational achievement.

Reading achievement scores were in the mid-range for LES/NES students in predominantly English classrooms, but math achievement scores were the lowest for groups in the three settings. Results suggest: 1) acquisition of rudimentary math concepts will be inhibited when the medium of instruction is English, as LES/NES students may not have adequate English language skill to benefit from instruction.

Reading achievement scores were the lowest for LES/NES students in predominantly Spanish classrooms. Results suggest: 1) monolingual Spanish language classroom instruction may have a debilitating effect on reading achievement in English of LES/NES students.

Math achievement scores for LES/NES students from low SES backgrounds in predominant Spanish classrooms were the lowest. Results suggest: 1) where Spanish is the predominant language of instruction, acquisition of English language skills necessary to solve math problems may have been inhibited.

Math achievement for LES/NES students from medium and high SES backgrounds in predominantly Spanish classrooms were able to use their backgrounds to achieve high math scores. Results suggest: further research should be done regarding the relationship between SES and math achievement.

Conclusion is that, in sum, different mediums of instruction will have differential impacts on educational achievement. A mixed language medium appears to have a compensatory effect on educational achievement for LES and NES students not found in either predominantly English or Spanish instruction classrooms.

Section offers conclusion that total immersion in English and Spanish dominant classrooms does not appear to be as beneficial, in terms of reading and math achievement scores, as a mixed language (bilingual) setting for LES and NES students. Note: No comment is made about the language used for assessment (Editor).

Abstract 19: Action for Excellence.

Background of the Problem

The action plan produced by Task Force on Education for Economic Growth is the result of collaborative efforts on the part of representatives from government, business, labor and education. This partnership was forged out of an awareness of the need to go beyond the "basics" in educating today's students. Students will be faced by unprecedented technology changes and global competition. It was the consensus of the task force that sustained economic growth will be possible only if this new alliance fully accepts its shared responsibility for teaching new skills, and for doing so in a way that ensures a quality education for all students; raising both the floor and ceiling of achievement for all students nationwide.

Statement of the Problem

Formulation and implementation of new educational strategies, programs and policy should make provision for the following: 1) improvement of overall student performance in ways which emphasize higher order skills, 2) resolution of the teacher shortage in ways which attracts only the most capable and highly skilled candidates, 3) improvement of curriculum through application of new technology and 4) improvement of management and administration of schools in ways which return the focus of education to academic matters.

Salient Information from the Text

Education for Economic Growth

The link between education, productivity and economic growth on a national and international scale is examined.

Section identifies new demands which will be placed on all workers in the future and suggests the need to redefine what constitutes "basic skills." Redefinition should place emphasis on the skills of "learning to learn" and the necessity of ensuring that this emphasis applies to all students equally.

Paper suggests that those who acquire only today's basic skills will be relegated to economic stagnation. To continue "business as usual" in education while the world is rapidly changing will run the risk of creating an education caste system in which some students are deliberately educated for tomorrow's jobs, while the rest are left behind.

Revamping of the education system involves two imperatives: 1) upgrade considerably the definition of basic skills and 2) mobilize the education system to teach those new basic skills.

The Problem: Education Deficits and Blurred Goals

Although it is within the ability of the education system to prepare students to sufficiently well to assure increasing productivity and economic growth the system is failing to do so due to: 1) serious deficiencies in the education system and 2) a lack of consensus about what must be done to improve the education system.

Deficiencies are presented in terms of: 1) problems in student achievement, 2) the teacher gap -- not only a shortage in absolute numbers of teachers, but also of qualified teachers in critical subjects 3) curriculum renewal and improvement and 4) management and leadership problems.

The greatest deficiency is the absence of clear, compelling and widely agreed upon goals for improving educational performance.

The Response: An Action Plan to Improve the Schools

A number of recommendations and actions are outlined that can be employed by various groups for the improvement of educational quality and strenghtening of the link between new basic skills acquisition, productivity, and economic growth.

The following recommendations are made:

1) Develop and implement plans for improving education in public schools, K-12.

   a. encourage each governor to work in collaboration with the state's legislators, state and local boards of education, business leaders, and others to create an action plan to improve education in the states' schools at all grade levels

2) Create broader and more effective partnerships for improving education in the states and communities of the nation.

   a. recommend leaders outside of the field of education serve as active collaborating partners

3) Marshal the resources that are essential for improving public schools.

   a. make better use of existing resources a top priority

   b. encourage states to make improvement of education a top priority budget matter

   c. encourage federal government to play a strong supporting role, and to formulate education policy, where necessary

4) Demonstrate a new and higher regard for teachers and for the profession of teaching.

   a. create career ladders for teachers

   b. establish better preservice and inservice education programs

   c. establish new forms of recognition

5) Make academic experiences more intense and productive.

   a. establish firm, explicit and demanding requirements concerning discipline, attendance, homework and grades

   b. strengthen curriculum in grades K-12

   c. increase both the duration and intensity of academic learning time

6) Provide quality assurance in education.

   a. measure effectiveness of teachers and reward outstanding performance

   b. improve the process by which teachers and administrators are certified

   c. establish fair and effective programs to monitor student progress through periodic testing of general achievement and specific skills

   d. upgrade entrance requirements of institutions of higher learning

7) Improve leadership and management in schools.

   a. recognize principal as school's leader and manager of instructional program

   b. relate pay to responsibility and effectiveness

   c. establish higher standards for recruiting, training and monitoring

   d. apply effective management techniques

8) Serve better those students who are now underserved.

   a. increase enrollment of women and minorities in science and math courses

   b. launch programs to reduce absenteeism and resolve dropout problem

   c. strengthen (at state level) programs aimed at more equitable distribution of education resources

Abstract 20: Dropouts: Who and Why?

Background of the Problem

Over the course of the past two decades the number of students who have dropped out has increased. Considering the present demographic trends, it is likely the number of at-risk students will increase. Poor and minority students with limited English proficiency from single parent households are considered among those most at high-risk.

Statement of the Problem

Attempts to resolve the problems associated with high risk are complicated by several factors: 1) lack of accurate data with which to identify the size of the problem, 2) reluctance on the part of educators and administrators to admit there is a problem that they can not quantify and for which there are insufficient funds, 3) counterproductive results of programs and reforms which, ironically, are aimed at improving the quality of education. Strategies for improving the lot of the high-risk student, whatever strategies they be, will have to address these factors if they are to be any more successful than past programs and policies.

Salient Information from the Text

Profile of High School Dropout

Section identifies dropouts as students having the following characteristics: 1) ranked at the bottom twenty-five percent of the population in terms of family income and education, 2) male, 3) live in single parent households, 4) lack basic skills -- averaging in the sixteenth percentile in school performance; score lower on tests; do less homework; held back at least one grade; have few ties to due to frequent transfers between schools, disciplinary problems, 5) have low self esteem, 6) perceive themselves as having little control over their future, 7) do not "fit" into the academic environment and 8) Hispanic (forty-five percent) and Native American (forty-eight percent).

There are three types of reasons for dropping out: 1) those associated with negative school experiences, 2) those associated with circumstances of student's family and 3) those associated with economics.

Problems of Definition and Documentation

A major obstacle in addressing the issue is the manner in which "dropout" is defined. Differences in definition affect estimates of the size of population. The three major sources of data for the study of dropouts utilize different definitions.

As difficult a problem as insufficient and nonstandardized data are, documentation of program effects is a far greater obstacle to resolution of the problem.

Social Forces

Unalterable circumstances (e.g., students' language, race, culture, gender) are among the most significant factors contributing to the problem.

Dropping out is symptomatic of underlying problems within the nation's integrative system. Traditional ways of integrating generations and ethnic groups into the mainstream are in a state of transition and under stress.

Costs of the Problem

Social costs associated with early school leaving: 1) crime, 2) public dependency, 3) loss of tax revenues from those who cannot get higher paying jobs and 4) smaller youth population supporting an increasingly large retirement age population.

The problem effects everyone and how it is handled will determine whether the end result for society as a whole will be cohesion or creation of a permanent underclass.

Strategies for Prevention

A number of common characteristics can be identified for programs that have been effective in preventing early school leaving. Characteristics include: 1) clear discipline policy, 2) individualized pacing in instruction, 3) variation in seat work time and scheduling, 4) student involvement and 5) availability of counseling services.

Successful program types include: 1) programs combining combining use of intensive, individualized training in basic skills and work related projects, 2) vocational education programs, 3) work study programs, 4) alternative high schools which emphasize nontraditional curriculum, individualized instruction, and real life experiences, 5) programs combining school with paid employment, 6) programs with small teacher-pupil ratios and in which teachers hold high expectations, 7) programs which monitor attendance -- schools with computerized systems being more effective and 8) programs involving collaborative efforts on the part of school and business community -- particularly where companies have been successful in finding jobs for graduates.

The national demonstration program Summer Training and Education Program is among the most successful -- program uses combination of summer employment, remedial academic work, and life planning training.

Job Training for Recovery

Recovery efforts are most effective when they involve vocational training programs which include full to half-time enrollment in vocational programs coupled with job placement services.

The most successful recovery programs are those which create a sense of "connectedness" between school activities and the real world.

State Role in Dropout Prevention

State initated programs for prevention of early school leaving include: 1) "pull it all together programs" which coordinate school district efforts with those of a network of social service agencies, 2) programs aimed at increasing amount of flexibility school has in use of categorical aid funds for dropout programs and waiving of apportionment fund regulations in order to permit schools to create long-range, comprehensive programs and 3) voucher plans which allow students to attend dropout centers of their choice.

District Role

Many districts across the nation are implementing strategies for prevention of early school leaving. The following strategies are recommended: 1) increase staff for provision of special services in schools where there is a high dropout rate, 2) place greater emphasis on reading skills, 3) improve basic skills through extended day and voluntary half-day Saturdays, 4) establish agreements between school, businesses, and universities related to incentives for increased attendance and improved performance -- incentives to include job placement for graduates, greater access to institutions of higher education, increased access to union apprenticeships, 5) encourage individualized instruction in small classes, 6) offer academic credit for community service and 7) offer individualized instruction for pregnant students.

Link Between School Reform and Increased Dropout Rate

The current "excellence in education" movement may increase many of the problems it seeks to resolve. Dropout rates may increase, rather than decrease because such reforms: 1) increase present requirements without providing assistance for those who are already failing under present standards, 2) reduce time available for vocational education classes and other alternative programs believed to be effective with dropouts, 3) foster blanket treatment of students in terms of teaching strategies, inspite of findings which indicate there may be a strong relationship between holding power and flexibility of curriculm and scheduling.

Federal Role

It has been ten years since the federal government has funded a program directed at keeping students from leaving. Federal involvement is primarily excercised by means of block grants; which districts may or may not elect to apply to dropout prevention programs.

A renewal of interest at the federal level is occurring, as demonstrated by recent introduction of a Senate Bill which would provide fifty million dollars in 1987 to help schools identify potential dropouts and keep them in school.

Abstract 21: Factors Affecting Chicano Effort and Achievement in High School.

Background of the Problem

General assumptions are made in education that if a student perceives education as important, those who are important to the students (family) value education, and students recognize a strong connection between school and future occupation, they will expend more effort and achieve a higher level of performance. In the case of the Chicano high school students surveyed in this study it would appear these assumptions may need to be reexamined.

Statement of the Problem

Findings of a previous study indicated that despite a generally favorable attitude towards teachers; strong association, on the part of students, between schooling and future goals; and favorable attitudes, on the part of students and their families, towards school: Chicano high school students ranked in the lowest two groups in the expenditure of effort and in-school performance. This study attempts to distinguish between factors which do and do not relate to effort and performance. In addition it attempts to explain why such a low ranking should occur in the face of what appears to be positively reinforcing attitudes and perceptions.

Salient Information from the Text

Data Base

Data comes from a five percent random sample of students in eight gerneral and academic high schools in San Francisco in 1974.

Methodology

In a survey, students responded to questions measuring: 1) perception of the degree of articulation between school and occupational goals, 2) importance of grades and learning 3) importance of social influences such as value family places on education 4) value placed on potential occupations by students, 5) perceptions regarding teachers and their working relationship with students and 6) self concept, grades and effort.

The instrument was designed to determine whether the locus of control over the above was based on effort and ability,or luck and teacher expectation. In addition, the survey instrument was designed to measure student perceptions related to classroom organization and interaction with counselors.

Survey Results

Section presents survey results related to the articulation between school and occupational aspirations. Findings indicate career education is a major factor of importance to students. Those tasks and subjects which students perceive as having high potential for work are rated as being most important.

Survey results indicate that Chicano students tended to select blue collar jobs as potential occupations more frequently than did any other ethnic group.

Social influences are examined in order to determine how much impact people of importance to students have on their perceptions and behavior with respect to value of education. Results indicate that eighty percent of Chicano students surveyed perceived significant others as placing a high value on schooling.

Articulation and social influence are independent variables that effect the importance which school work has for high school students. Implications: 1) increasing interest and performance can be achieved outside of school by affecting the attitudes of those people who are important to the student and 2) presenting subject matter in a manner which show a direct relationship to occupational futures of students will have an effect on the importance students attach to tasks and increase the amount of effort they are willing to expend.

High school entry skill level is a crucial variable affecting students' performance. Students lacking basic skills will exert less effort in academic work: Problems associated with low levels of effort and and achievement are reinforced through teacher expectations and school's academic standards.

Results show skill level to be related to effort engagement and helps to explain disparity in effort engagement among ethnic groups.

Teacher variables (academic standards, academic responsiveness, interpersonal warmth and friendliness) and classroom structure (large vs. small group instruction, materials, student autonomy) were examined in relation to student effort.

Results show that when teachers are more academically responsive to students' needs, students are more likely to exert effort.

Results also show that although academic responsiveness is an effective means to increase student effort, in the case of Chicano students work assigned was above their skill preparation level. In addition, teachers tended to have lower expectations of students, and set lower standards for student efforts when students are seen as low achievers.

Students who are doing poorly are led by this to believe they are putting out an appropriate level of effort given their limitations.

Praise, warmth and friendliness are techniques which are more likely to influence effort high achievers that low.

Classroom organization has a very weak relationhip to effort, as does materials differentiation for students with low skills preparation. There is also a weak relationship between autonomy and effort for Chicano students with low skills preparation.

Conclusions and Recommendations

Conclusions are that: 1) Chicano students perceive a link between present educational experience and future occupational goals, yet tend to lack the basic math and English language skills required for jobs or further schooling to which they aspire.

2) there is a strong relationship between importance of schooling and occupational aspirations such that the greater the perceived articulation the greater the amount of effort. In order to fully take advantage of this connection, however, it will be necessary to provide students with basic skills suited to their aspirations.

3) Chicano students rank in the two lowest groups in expenditure of effort and performance because effort is affected by: 1) basic skills level, 2) application of lower academic standards by teachers and 3) students' perception that they are expending an appropriate amount of effort, based on teacher expectations.

4) teachers often use praise, warmth and friendliness as devices to influence low achieving students to exert greater effort, although it has been shown that those techniques work better with high achieving students.

5) Chicano students can be expected to perform well in high school when universal academic standards are applied, teachers are academically responsive and warm and students have basic skills.

Abstract 23: Hispanic Dropouts: The Extent and Relevance of Pre-High School Attrition and Delayed Education.

Background of the Problem

According to 1976 Survey of Income and Education data: 1) forty percent of all Hispanics leave school before reaching tenth grade -- with most of the pre-high school attrition occurring in junior high, 2) the dropout rate for Hispanic high school students reaches its peak in eleventh grade when thirty percent of all Hispanic students dropout, 3) there is a sharp decline in the dropout rate in the twelth grade when it declines to seven percent.

In the past it has been assumed that dropping out is primarily a phenomenon which occurs in high school. Intervention strategies and resources have been focused at this level. Strategies have generally taken the form of work-study programs, extended day, and alternative high schools. These are aimed at helping "at risk" students who are placed at risk by the "mismatch" which exists between their needs and learning styles and those fostered in the general high school learning environment.

Statement of the Problem

The significance of age-grade distributions has been overlooked in much of the research conducted on high risk students, and has therefore failed to be incorporated into strategies for resolution of the problem. Failure to account for this factor may explain the poor track record of many of the programs designed to ameliorate educational conditions for this group of students. As Hispanic youth are considerably more delayed in their educational progress than others (overaged for grade placement), the extent of pre-high school attrition may be far greater than previously suspected. It may therefore have more significance for resolution of the problem than acknowledged thus far. The importance of this becomes appearent in the light of statistics which reveal that almost one-quarter of all Hispanic students fourteen to twenty years old are overage in terms of grade placement.

Findings

Percent of Hispanic dropouts increases by grade level until twelth grade, when there is a sharp decrease. Most students who make it to twelth grade are so close to meeting graduation requirements that they are unlikely to leave school at that point.

There is little difference between attrition rates at the elementary school level and the first year of high school. However, during the balance of the junior high years the percent of Hispanics who drop out increases markedly with each sucessive grade level.

Between ninth and tenth grade there is another leveling off period, which is followed by a sharp peak at the eleventh grade. This suggests something significant occurs which increases their propensity to leave school.

Section suggests that the plateau effect which exists between elementary and junior high, and between junior high and senior high may indicate that as high risk students enter a new phase in their education, they make a concerted effort to adapt and "stay in."

Hispanic youth's departure from the presumed norm (in which dropping out is "flat" until high school and then "balloons") may be related to their tendency towards being overaged for grade placement.

Forty percent of all Hispanic dropouts leave school before reaching tenth grade -- most of these pre-high school dropouts leave at the junior high level.

There is a tendency towards increased school attrition which begins at grade seven and peaks during the eleventh grade -- when thirty percent of all Hispanic students leave school. There is a sharp decline from grade eleven to twelve.

Conclusions and Recommendations

The extent of pre-high school attrition and delay among Hispanic youth is serious enough that caution should be used when making policy or program decisions based on data from studies which have not accounted for these variables.

Pre-high school attrition rates are significant enough that they should be considered "social indicators" and used in analysis of problems related to high risk students and dropouts.

Data bases should be developed which would aid in the study of the dynamics of school delay and pre-high school attrition. Such information would be useful to policy makers.

Abstract 25: All One System: Demographics of Education Kindergarten Through Graduate School.

Background of the Problem

People working in the various educational institutions have very little awareness of the connections that they share with others in the system. They have very little awareness of the educational activity produced by the total system. As a result, little occurs in the way of comprehensive planning of educational programs. The relatively new field of demographics may be useful in helping educators begin to perceive the system as a whole (K-graduate school), and to understand how changes occurring in one portion of the system may affect the others portions.

Statement of the Problem

Many changes are taking place in the size and composition of the birth and immigrant groups which are beginning to enter the elementary schools. These changes will occupy the education system for the next twenty years, as they work themselves through the system. By gaining an understanding of who is entering the system, and how well they are progressing, educators at all levels will have time to develop effective programs that will maximize educational gains of all students.

Salient Information from the Text

Major Demographic Trends and Educational Implications

Trends are examined in terms of the interrelationship between variables of birth rate, age, family status, and geographic distribution.

Based on current trends, rapid increases of minorities in the youth population are here to stay. Educators will need to make major committments in order to ensure that students all along the education "chain" have the opportunity to perform at an academically high level.

The number of those groups which have historically been "written off" is now so large that if the practice continues, all will suffer.

Potential educational consequences of present demographic changes:

1) More children entering school from poverty households.
2) More children entering school from single parent households.
3) More children entering school from culturally and linguistically different backgrounds.
4) Smaller percentage of children who have been enrolled in programs such as Head Start, even though more will be eligible.

5) Larger number of children who were premature babies (poverty-related health reasons), potentially increasing the number of students with learning disabilites.

6) More children whose parents are not married.

7) More latch-key children and children from "blended" families, as a result of remarriage.

8) More children from teenage mothers.

9) Fewer Anglo, middle class, suburban children -- day care becoming a middle class norm as more mothers enter the work force.

10) Continuing decline in the level of retention of high school students in virtually all states.

11) Continuing drop in the number of minorities becoming high school graduates and college entrants.

12) Continuing drop in the number of high school graduates.

13) Continuing increase in the number of Black middle class students in the entire system.

14) Increase in the number of Asian American students -- increasing number of students without English language proficiency.

15) Continuing increase in number of dropouts among Hispanics.

16) Decline in number of college graduates who pursue graduate studies in arts and sciences.

17) Major increase in number of part-time college students, decline in full-time.

18) Major increase in number of college students who need both financial and academic assistance.

19) Continuing increase in the number of college graduates who will get jobs which do not require college degrees.

20) Continuing increase in the number of talented minority youth choosing military service as their route to higher education due to cost and direct access to high tech training military service is perceived to offer.

21) Major increase in number of adult and continuing education programs taking place outside of the college and university setting.

Retention to High School Graduation

There is a direct and vital link between the state's level of economic development and high school retention. In a state that retains a high percent of its youth to graduation, almost everyone becomes a "net gain" to the state. That is to say, they have high potential for getting a job and repaying the state many times over for the cost of schooling through taxable income. The reverse is true for those not held in school.

A large majority of the high retention states are located in the Midwest and the majority of low retention states are located in the Southwest, where ethnic diversity is greatest.

The study found no relation between teachers' salary, per student expenditure, and retention.

Education reform strategies across the states are examined and the conclution is reached that most will "move the jump bar higher without providing assistance to students who could not clear the bar before it was raised."

Based on a survey of dropouts across the states: 1) reform legislation will increase the number of "pushouts" -- supplementing an already large pool of dropouts, 2) intervention should begin sooner in a student's academic development, 3) there is no reason why retention cannot be improved and trends towards decline reversed, 4) locally productive programs proven effective in retention should be linked together into a coherent framework, both at the state level and nationally and 5) educators at all levels, and public leaders, will have to become more aware of who is moving in and out of their districts, and who is being born.

Access to College

Given the decline of students in general, and decline of Anglo graduates from secondary schools, those institutions which have not increased their minority populations over the last decade will have to face difficult decisions.

Declines in enrollment will be heaviest among suburban, eighteen to twenty-four year old, and full-time students, as well as among Anglos and middle class.

The most significant question is why institutions of higher education are not more appealing to minority high school graduates -- with a decline of approximately five million in the youth cohort all citizens should be concerned about smoothing the transition from high school to college and ensuring that the largest possible number of qualified students enter and graduate.

Conclusions and Recommendations

When discussing retention, distinction must be made between two groups: 1) stop-outs -- those students who do not flunk out and who, in fact, have good grade point averages, but who interrupt their studies to pursue other goals, 2) dropouts -- students who are having academic difficulty, and sending out "signals" which are generally not heeded until midterm failure, when it is too late to help them.

Strategies for retention of students to graduation will require attention to both groups.

Abstract 26: The Educationally Disadvantaged: A National Crisis.

Background of the Problem

Fully one-third of the nation's students are educationally disadvantaged. These students will be doomed to ineffectuality in the labor market unless their situation is brought to public attention. Solutions for improving the quality of their education should be tied to current reform movements sweeping the nation. Unless a sense of urgency can be generated, the federal government, states, and research and development institutions will not become effective representatives of, or change agents for, a large portion of the nation's youth. The public must be made aware of the severity and magnitude of the problem and its national consequences if federal, state, and local agenices are to be responsive to the needs of these students and ensure resources for the resolution of the problem.

Statement of the Problem

Available data suggests that thirty percent of all elementary and secondary students nationwide are educationally disadvantaged and lack the home and community resources to benefit from conventional schooling practices. These students, because of poverty, cultural obstructions, and/or language difficulties, tend to have low academic achievement and higher drop out rates. Research findings indicate that there is every reason to support the hypothesis that the proportion of educationally disadvantaged students will increase rapidly in the future.

The purpose of this work is to: 1) describe the educationally disadvantaged student population in terms of composition, growth rate and educational performance, 2) examine the consequences of ignoring its needs, 3) indicate the failure of current educational reform movements to address these needs and 4) establish an agenda for attacking the problem.

Salient Information from the Text

Educationally Disadvantaged Students

The strategies related to educational reform are not likely to be successful in addressing the problems of the educationally disadvantaged student because these reforms do not address the most pertinent issues.

There are effective ways of providing appropriate educational services that must be implemented immediately so that the rapidly increasing population of the educationally disadvantaged youth does not automatically grow up to become a population of disadvantaged adults.

The benefits deriving from policies directed to the improvement of educational achievement for this group far outweighs the costs of ignoring the problem, as is currently being done.

Although all student populations include variations in educational performance, by accident of birth, some groups are more likely than others to experience only the most limited educational progress under the present education system. These groups are generally contain students from non-Anglo and immigrant families. In addition, they tend to come from households where parents have low incomes and fewer years of schooling. These students are more likely to dropout of high school and to have lower test scores in virtually all academic subjects, than their more advantaged peers.

Section suggests, by comparison, schools are most successful in assisting students from families in which: 1) parents have graduated from high school and undertaken some college work, 2) family's income level covers basic needs and allows some discretionary use in expenditures, 3) housing provides adequate shelter and privacy for reflection or study, 4) the language spoken in the home is a standard version of English and 5) the language commonly used in written communication, job situation and performance of civic responsibilities is English.

Numbers one through five, above, contribute to the education process by supporting the skills, values, and language which schools emphasize. Provision of additional resources in the home which reinforce school practices, also establishes strong linkages between education and future economic success in the minds of children.

The proportion of disadvantaged students in the U.S. is high and rapidly increasing. Although there is no precise method of measuring, any estimate made must include students in poverty and those handicapped by virtue of linguistic and cultural differences.

The severity of the problem will worsen as the pool of disadvantaged persons is expanded by newly arrived, poor immigrants.

Absolute size of this population, as well as severity of the problem, will be factors which are going to present the education system with major challenges in the future.

Impending Crisis

When the disadvantaged population represented a relatively small portion of school enrollments, the failure of the school's to educate this group was tragic for its own members: its immediate effects being confined to its own population. However, as this population increases in size and becomes a "minority-majority" the effects become more pervasive and result in "spillover" effects which affect on the rest of society.

Spill-over effects result in: 1) reduced economic competiveness of the nation, states and individuals, 2) higher costs of public services associated with impoverishment and crime, 3) massive disruption in higher education and 4) emergence of a dual society in which a portion of society consists of a poorly educated underclass.

Recent Educational Reforms and the Disadvantaged

Current reform movements were not prompted by, and therefore will likely be responsive to, the plight of educationally disadvantaged students.

Recent reforms, rather, have emerged as calls to upgrade the quality of education in order to meet the challenge to expand or to save international market positions.

Major recommendations and requirements of the reform movement are only marginally relevant to disadvantaged students, and that some may even be harmful to their already percarious position. Creating more stringent high school requirements for graduation, while providing neither resources nor assistance for these students is certain to mean more failure.

Conclusions and Recommendations

The unique needs of the educationally disadvantaged cannot be addressed effectively by reforms of a general nature, while proposed reforms may be necessary and desireable, they cannot be considered substitutes for direct, comprehensive strategies designed specifically for this population of students.

Many effective methods have been discoverd in individual school districts and states. A common characteristic among them is a direct focus on the needs of the disadvantaged -- no assumption being made that general education reform measures will automatically serve all students equally well.

Strategies for resolving the problem must occur within the context of a broad-based policy approach which places the needs of the educationally disadvantaged on the national agenda.

National policy agenda should: 1) make provision for some type of accountability system, 2) provide sufficient resources and 3) identify roles and responsibilities for students, parents, community members, schools, state agencies, colleges and universities, business and industry, state and federal government.

Abstract 27: A Study of Dropouts in the Los Angeles Unified School District.

Background of the Problem

During the past decade, the number of students leaving high school prior to graduation has steadily increased. The national rate is twenty-six percent. This rate, however, increases to fifty percent for those schools located near urban centers. The attrition rate for students from ninth grade, in California, is twenty-three percent.

In LAUSD, during the 1981-82 academic year, the leaver rate for tenth through twelth grade students was approximately seven percent. This figure, if it were to include ninth graders and projected over a four year period, would be comparable to the twenty-three percent rate for California.

Statement of the Problem

Social and economic costs of dropping out are born by both the dropouts themselves and society. Those failing to earn diplomas become an economic burden to society and taxpayers who are required to pay for the support of welfare programs, crime prevention measures and special programs. Those individuals who dropout are least likely to move up the economic scale and to participate in policy-making decisions which directly affect them as citizens. In recognition of the gravity of the problem, in July 1984, the Board of Education and Superintendent of LAUSD established dropout prevention as a top district priority and created the District Dropout Prevention and Recovery Task Force.

Salient Information from the Text

Primary Concerns of the Task Force

1. Develop and recommend to the Superintendent and Board of Education a practical definition of "dropout."

2. Investigate reasons why students leave school prior to graduation from high school.

3. Identify major characteristics of dropouts.

4. Identify local, state, and national efforts that are presently working to retain and recover actual school dropouts.

5. Investigate and report the extent of the dropout problem in LAUSD.

6. Recommend short and long range programs, practices, organizational and institutional change, alternative education programs for reducing district dropout rates and attracting present dropouts back to school.

7. Develop and recommend a budget for implementing recommended dropout prevention and recovery program.

Reasons for Dropping Out

Although research findings tend to show general agreement regarding reasons for early school leaving, differences do exist among educators, students and parents about the primary reasons influencing decisions.

A survey instrument was administered to administrators, teachers, students, and parents from junior and senior high schools, continuation schools, special education programs, and ninth through twelth grade magnet schools (October, 1984).

Each group identified the following reasons for leaving school:

1. administrators identified: poor grades; pregnancy; financial difficulties; problems with teachers; conflict with other students; family problems; age; work-related responsibilities; dislike of school, habitual truancy; and learning rates as factors effecting early school leaving.

2. teachers identified: poor grades, pregnancy; suspension and expulsion; family problems; age; work-related responsibilities; dislike of school; habitual truancy; slow learning rates; and, to a lesser extent, financial difficulties and problems with teachers.

3. parents identified: poor grades; pregnancy; family problems; dislike of school; habitual truancy; slow learning rates and, to a lesser degree, problems with teachers, suspension and expulsion, conflict with other students, negative school achievement, age, and slow learning rate.

4. students identified: poor grades; pregnancy; family problems; dislike of school; habitual truancy and, to a lesser extent, problems with teachers; suspension and expulsion, work-related responsibilities, and conflicts with other students.

During July and August of 1984 a follow-up study was done -- former student responses were solicited. Findings show:

1. Poor grades (39.9% of total response), family reasons (39.1%), age (33.3%), and work responsibilities (29.8%) are primary reasons for dropping out of school.

2. Few students surveyed view schools as being hostile to them (11.1%), or left because they had problems with teachers (24.3%) or other students (20.0%).

3. Thirty percent of all students surveyed had lost interest in school by the time they had reached high school.

4. Majority of students felt positive about most of their school experience.

5. Forty-one percent indicated they had enrolled in regular, continuation or technical school after initially leaving.

Parents/guardians were included in follow-up survey. Findings indicate:

1. Forty-seven percent of all parents/guardians surveyed believed loss of interest in school was a primary reason for leaving school.
2. Poor grades (32.4%), health (20.6%), problems with other students (23.5%), and family problems (23.5%) were seen as contributing factors.
3. Eighty-five percent indicated school was a friendly place for their children.
4. Sixty-four percent indicated that their children had the ability to meet graduation requirements, and 61.8% believed they had the skills.
5. Eighty-five percent indicated that their children who dropped out would not recommend it to their friends.
6. Sixty-one percent stated their children had been employed since leaving school.
7. Twenty-three percent indicated that their children had re-enrolled in a regular continuation school after leaving.

Section suggests that the problem cannot be properly addressed until schools and districts plan and implement programs that are designed to eliminate or reduce those factors perceived by students and their parents as attendance obstacles.

Characteristics of Potential Dropouts

By the time at risk students enter ninth grade (and perhaps even as early as the fifth grade) they possess some of the characteristics that are commonly found among students who are potential or actual dropouts.

A review of research reveals that, although there may be some common identifiable characteristics, it is inaccurate to view all students possessing some of these characteristics as potential dropouts, and others possessing none or few of them as nonpotential candidates.

The set of characteristics is intended as a guideline and should be useful in early detection of problems.

Dropout Recovery Program

It is possible for the school to intervene in spite of the complex set of social, personal, familial, and educational factors and circumstances which affect school participation. In order for intervention to be successful in reducing or eliminating contributing factors, however, programs and practices must be developed to address individual, social, personal, academic and psychological needs of students.

A summary of efforts being made by schools and districts address this problem includes:

1. pupil services and attendance counseling
2. attendance support teams
3. joint school/law enforcement teams
4. special needs assignment committees
5. juvenile justice centers
6. computer telephone dialers
7. integration support teams
8. student advocate programs
9. school within a school programs
10. adult school
11. counseling and guidance programs

Efforts should be made to develop an annotated list of all efforts in the district which serve to reduce dropout rates.

Findings and Conclusions

Data used in this study were drawn from Report of Early School Leavers and the Report of Attrition. It is noted that LAUSD does not have a process for collecting and reporting, nor does it require schools to collect and report, information on dropouts. "Dropout," as used in this study, is a construct created from the two reports and may or may not accurately reflect the actual dropout rate.

The following findings were made as a result of this study:

1. According to the Early School Leavers Report, the dropout rate for the fifty senior high schools which existed during the 1981-84 period was sixty-four percent. According to the Report of Attrition, the dropout rate for the forty-nine high schools existing during the 1979-84 period was forty-two percent.

2. There are significant differences in district-wide dropout rates for different racial and ethnic groups: American Indians (1.97%), Asian/Pacific Islanders (3.61%), Blacks (6.53%), Hispanics (8.31%), Anglos (4.88%).

3. American Indians represent less than one percent of all leavers, Asian/Pacific Islanders represent five percent, Blacks represent twenty-four percent, Hispanics represent forty-seven percent, and Anglos represent twenty-two percent.

4. Significant differences exist in district-wide dropout rates for males and females: fifty-nine percent for males, and thirty-nine for females. seventy-five percent of all leavers exit during tenth and eleventh grades.

5. Significant differences exist district-wide in dropout rates for students at different grade levels: forty-four percent of leavers during 1981-84 were tenth graders, and thirty percent were eleventh graders. This indicates that seventy-five percent of all leavers exist during tenth and eleventh grades.

6. Schools with predominantly Hispanic and Black students have higher dropout rates than schools with predominantly Asian and Anglo students.

7. According to the Report of Early School Leavers, intraschool dropout rates exist for students of different racial and ethnic groups. "Within school" dropout rates are higher for those students whose racial/ethnic group represents a significantly smaller percentage of the total school population. These differences generally exist regardless of the race and ethnicity of the minority student population. The important factor is the amount of "differentness" between the majority and the minority in terms of percent of the total population, rather than the specific ethnic composition of the minority/majority relationship.

8. Significant differences exist in dropout rates for females and males within the same school.

9. Intraschool dropout rate differences exist for students at different grade levels. These differences are not uniform in the fifty schools however: dropout rate may be highest in tenth grade at some of the schools, and highest in the eleventh or twelfth at others.

10. Dropout rates of "residents" and "nonresidents" cannot be determined in intraschool dropout rate differences.

11. No significant difference exists in the dropout rate of schools located within the same geographical area (administrative region).

12. Reasons most frequently listed for early school leaving in Early School Leavers Report was "whereabouts unknown" (42.52%), and "overagedness" (40.58%). This accounts for eighty-three percent of all leavers.

13. Intraschool reasons for leaving are the same as those district-wide.

14. Reasons for leaving are not reported by race and ethnicity and therefore a determination regarding reasons on this basis cannot be made.

15. Male students are reported leaving for "overagedness" (52.64%) more frequently than females (43.20%). Females are reported more frequently (56.80%) as "whereabouts unknown" than are males (47.36%).

16. Intraschool reasons for leaving (male/female comparison) are similar to those district-wide (male/female comparison).

17. Intraschool differences exist with respect to reasons for leaving. Those schools where a majority or large percent of the student population is Black and/or Hispanic report more students leaving for reasons of "full-time employment" or "institutionalization of pupil" than do schools whose student populations are mostly Anglo, and/or Asian and Pacific Islanders.

Recommendations

The following recommendations are made:

1. Adopt the definition of "dropout" recommended by the task force in order to facilitate data collection and analysis.

2. Develop and implement a process for collecting and reporting data on a special category called "dropout" -- steps of process indicated in the report.

3. Retain "overage" in district documents as a reason for dropping out or early leaving.

4. Remove maximum age limits for voluntary high school attendance.

5. Develop organizational plan for coordinating the senior high school, adult school and other programs so that needs of students can be met through concurrent enrollment.

6. Give consideration to extending the operating day and week of some high schools.

7. Utilize a variety of methods to familiarize staff, students and parents about existing educational alternatives within the district.

8. Develop a continuum of in-school and off-site education options for K-12.

9. Identify students with potential learning and adjustment problems as early as possible and involve parents, plan intervention strategies, provide staff support and monitor progress closely.

10. Extend opportunities for tutoring into elementary schools for intervention, remediation and support.

11. Encourage greater participation in summer school.

12. Provide greater training to all teachers in assessments, diagnosis, and prescription in order to better help teachers individualize instruction.

13. Expand use of kindergarten intervention programs.

14. Give greater attention to effective learning.

15. Consider provision for greater flexibility in meeting graduation requirements through more variable scheduling, self-paced learning approaches and differientiated credit.

16. Increase quantity and quality of support services available to teachers.

17. Make provision for small group instruction, remediation and guidance settings available at all levels.

18. Encourage greater involvement in existing educational option programs.

19. Extend continuating education classes and instructional approaches.

20. Expand use of independent study and furlough programs as a means of maintaining some tie-in and contact with students who may want to leave temporarily.

21. Develop options for teaching basic literacy, competency skills, and vocational skills in an integrated approach and in such a manner as to meet graduation requirements.

22. Use specialist techniques and programs which can be adopted for effective remedial approaches.

23. Develop and implement special elementary to junior high/intermediate, and junior high/intermediate to senior high "transition" programs for special education students.

24. Prepare an annotated list of successful local, state, and national dropout prevention and recovery programs and distribute them.

25. Compile a list of City, County, State, and national government agencies and businesses offering programs and services to schools.

26. Devise City and County-wide strategies.

Abstract 28: Early School Leavers: High School Students Who Left School Before Graduation, 1981-82.

Background of the Problem

Despite LAUSD attempts to provide a a variety of instructional programs, and teachers' and administrators' efforts to retain them, many students continue to leave school. They continue to leave in significant numbers.

Statement of the Problem

In order to resolve this problem it was essential to provide an accurate description of the problem. The problem was examined in terms of absolute numbers and percents of early school leavers in the LAUSD.

Salient Information from the Text

Methodology

One hundred and thirty-two schools with grades ten through twelve were examined during the 1981-82 academic year. Schools were grouped according to three categories: 1) regular senior high schools, 2) continuation schools and 3) other (magnet, opportunity schools and special education programs). Data were collected by means of records of transfer. Only those students listing specific reasons for dropping out were included in the sample. Data is reported both according to these three classifications and by the ten administrative areas which they comprise. Findings are presented in terms of: type of school, age, sex, ethnicity, grade level and reason for leaving.

Findings

The 9,433 students who left comprised seven percent of the fall high school enrollment for 1981.

By school type, six percent of all leavers had attended regular high school, fifty-one percent left from continuation schools, and seven percent from "other" institutions.

Over sixty percent of the 1981-82 early leavers left during the second semester; with ninth and tenth grades recording the largest number of leavers.

There were fourteen percent more males than females as early school leavers.

There were more tenth grade early leavers than eleventh or twelfth.

The average 1981-82 leaver was seventeen years old.

Hispanic students comprised 43.0% of all early leavers; 26.0% were Anglo, 26.0% Black, 4.0% Asian, and 0.1% were Native American/ Alaskan Native.

Being "overage" was the most commonly noted reason for eleventh and twelfth graders leaving -- "whereabouts unknown" was most often reported for tenth graders.

Conclusions and Recommendations

The report recommends: 1) that the district revise the reporting instrument to include information needed, but which is not readily available at this time. Information is presently available only through inference or by contactting schools individually, 2) that alternative data reporting methods of other districts be explored -- biannual reporting being one possibility and 3) That programs should be created within high schools that seek to identify potential leavers and provides counseling or guidance for them.

Abstract 29: Graduation and Attrition Rates in the LAUSD High Schools, Class of 1982.

Background of the Problem

LAUSD has been conducting graduation and attrition studies annually since 1967: except during four years (1971,77,79,80) when changes in promotion policies and budget made collection impractical. The purpose of this report is to examine graduation and attrition rates for the 1982 graduating class of LAUSD.

Salient Information from the Text

Methodology

Attrition is defined as accouting for all former members of the class who left before graduation. Calculation of attrition, in this study, began with the number of students who entered tenth grade in September of 1979. The class count was adjusted for entrants and leavers over the three year period. The resulting figure was used to project the June, 1982, rates of attrition and graduation. Although the attrition totals did include dropouts, it should not be construed as representing a dropout rate, per se. No attempt was made to distinguish between students who actually dropped out and those who left due to illness, transfer, military service, employment or other reasons.

Findings

According to historical data on graduation and attrition, LAUSD experienced an increase in the number of graduates between 1967 and 1972. This period was followed by a decline.

Although no formal study was completed for 1971,77,79, and 80, reports show a drop in the number of graduates during these years.

The percent of students graduating during the period of 1966 to 1977 was fairly constant. In 1978, however, the study indicates that the percent of graduating students was lower than for previous years. This is attributed to curtailment of summer school programs.

The 1982 survey shows an increase in the percent of students graduating.

A summary shows the dynamics of enrollment for one graduating class as it progressed from tenth grade through twelfth in the regular senior high setting. Findings indicated that fifty-eight percent of the class reached graduation; the other forty-two percent being lost to attrition by the tenth month of the tenth grade. During that summer a number of students left and the percent fell to eighty-two percent. By the end of the tenth month of the eleventh grade it had declined to seventy-five percent. Over the course of the summer the figure fell to sixty percent.

Abstract 32: "Barriers to Excellence: Our Children at Risk."

Background of the Problem

The Coalition, after extensive review of testimony, has determined that children at risk are capable of success when their efforts are not hampered by: 1) schools which do not serve them adequately 2) expectations of educators who do not believe they can succeed 3) denial of access to special needs programs and by fiscal policies which limit the resources provided these programs 4) inattention to special problems of transit from the world of school to the world of work.

This work is based on the above assumptions, and in addition, assumes that at risk children can succeed when provided a teaching and learning environment which places them under higher standards of academic performance. The Coalition believes that this will occur only when barriers which schools have placed in the way of student learning are removed, and when school acknowledge that many children need extra help in order to attain the level of learning of which they are capable.

Statement of the Problem

Children at risk in public education include: 1) students from poor families of all races and ethnic groups 2) minority and immigrant children who face dicriminatory practices and policies 3) females who miss out on educational opportunities normally afforded males 4) children with special needs who are unserved, underserved, or inappropriately categorized because of handicap or learning difficulties.

Salient Information from the Text

Overview of the Problem

Section suggesting that the rising number of school dropouts is the single most dramatic indicator of the degree to which schools are failing. Section provides the following information as support for this observation:

- one in every four students who enrolls in ninth grade drops out before graduating

- dropout rates for Black students are almost twice as great as for Anglo students

- dropouts experience higher unemployment rates and lower earnings throughout their lives

- by failing to educate these large numbers of students, schools perpetuate disadvantages and contribute to cycles of poverty

Section suggests that the decline in college attendance among minority students also indicates a strong possibility that minority students will face futures with diminished hope. Section provides the following information as support:

- by 1981, the rate of Black high school graduates enrolled in college fell to forty percent, and by October of 1982 had declined to thirty-six percent

- in 1977, fifty-one percent of all Anglo and fifty percent of all Black high school students went to college

Section indicates that a year-long study of the problem was made and upon its completion the Coalition suggested the following were essential to removal of barriers to excellence in education:

1) Continued rather than diminished federal, state, local attention to rights of the disadvantaged and those who are discriminated against because of race, language, sex, or handicapping condition

2) Greater willingness on the part of those in positions of responsibility to adjust schedules to suit the diverse needs of all students.

3) More democratic governance of all schools which would assure parents a significant roll in making decisions about the education of their children

4) Establishment of comprehensive early childhood programs, and in-school support services for children and youth as a means of preventing school failure

5) Enactment of more equitable and adequate systems for financing schools, such that the quality of education available does not depend on where a child lives

6) More systematic attention to the problems of jobs for youth and dropouts by federal, state, local educational athorities

Discrimination and Differential Treatment: Risks to Children

Section examines discrimination and differential treatment of children in schools which place children at risk. The following place children in this position: 1) class discrimination 2) racial discrimination 3) cultural discrimination 4) sex discrimination and 5) special education discrimination.

Section suggests that investigation and testimony confirmed repeatedly that sublte forms of discrimination persist in schools. Daily practices and instructional mechanisms undermine students' self-esteem and work to push them out of school.

Section reports the following with respect to class discrimination:

- Income level of a child's family is a major determinant of the quality and quantity of education the child receives. The average child from a family whose income is in the top quarter of the income range gets four more years of schooling than the average child whose family income is in the bottom quarter.

- Many districts allocate substantially fewer dollars to schools in poor and minority neighborhoods. Disparities among schools within a district are often just as great as the gap between low income urban and rural districts, and affluent suburban districts with in the same state.
- Studies of classroom interactions reveal significant differences in teacher expectations and behaviors towards students based on the social class of students.
- Of the more than forty million public school students in the nation, between twenty and twenty-five percent were eligible for Title One programs in 1980-81; about half of those eligible actually received services.

Section reports the following with respect to racial discrimination:

- Even thirty years after the Supreme Court declared that "separate but equal" had no place in public schools, racial discrimination remains a barrier to excellence in education
- Sixty percent of all Black students attend predominantly minority schools
- Eight percent of all teachers are minority
- Black children tend to drop below grade level in elementary school and to fall further behind as they get older
- Black high school students are suspended three times as often as Anglos
- National dropout rate for Blacks is nearly twice that of Anglos
- Blacks are more than three times as likely than Anglos to be in a class for educacable mentally retarded students, but only half as likely to be in classes for the gifted

Section reports the following with respect to cultural discrimination:

- As the public school population changes to include increasing numbers and percents of culturally and linguistically different children, cultural discrimination will undermine the education of more and more students
- Only about one-third of the estimated 2.7 million limited English proficiency students aged five to fourteen receive any form of special programing responsive to their linguistic needs
- In 1980, only ten percent of Hispanic children with limited English proficiency were in bilingual programs

- Studies conducted in urban high schools have revealed dropout rates as high as eighty-five percent for Native Americans, and between seventy and eighty percent for Puerto Ricans
- Nearly twenty-five percent of all public school teachers in the U.S. had students with limited English proficiency in their classes in 1980-81. Only three percent of those teachers said they had academic preparation or language skills to instruct LEP students

Section reports the following with respect to sex discrimination:

- By the time they reach young adulthood, females are often at a disadvantage relative to males in basic skills, academic options and aspirations, vocational and career opportunities and in anticipated economic security
- Males and females achieve equally in most major subject areas at age nine, but by age thirteen females begin to decline and by age seventeen are behind males in math, reading, science, and social studies
- Vocational education classes remain overwhelmingly segregated by sex; with clusters of females in programs leading to lowest paying jobs
- Women are less likely than men to complete four years of college and are much less likely to continue through higher levels of education in order to obtain Ph.D.s and professional degrees
- At all educational levels, women have higher unemployment rates than men
- Women college graduates, on the average, earn less than men with an eighth grade education
- Thirty percent of women at or below the poverty line were high school dropouts

Section reports the following with respect to special education discrimination:

- Public schools now include over one-half million more students with handicapping conditions than they did in 1976
- Some children with special needs remain unserved — survey of elementary and secondary schools for 1980-82 reveals that five percent and eight percent of students needing services were not receiving them
- large numbers of poor and minority students are misclassified, excluded from the mainstream, and placed in classes for mildly mentally retarded
- Special education programs sometimes fail to realize the goals of PL 94-142 — classes being characterized by low expectations and poor achievement outcomes

Barriers to Excellence

Section suggests that not only should schools set higher standards, but they must help all students to achieve them.

Section suggests that many current educational reform strategies and recommendations fail to utilize existing knowledge about effective educational strategies for diverse groups of students, particularly those in the category of "at risk."

Section suggests that risks are created by: 1) inflexibility of school structure 2) abuses in tracking and ability grouping 3) misuses of testing 4) narrowness of curriculum 5) limited availability of vocational education classes 6) lack of support services for youth 7) lack of early childhood education programs 8) lack of democratic governance.

Section suggests that present reforms do not adequately address basic problems in the pedogogy and curriculum of schools — rather, they exacerbate problems because they inaccurately diagnose and precscribe for them.

Societal Context of the Problem: Declining Base of Economic Support for Schools, Children, and Families

Section indicates their investigation revealed serious conditions outside schools which undermine educational quality.

Section examines how and why the U.S. economic system is failing to promote excellence in schools.

Section suggests the following factors related to declining economic support create barriers to excellence in education: 1) lack of resources for some schools which is based on inequitable financing, insufficient financing, erosion of the tax base, and erosion of political support 2) current job market limitations which limit family income opportunities and places children in category "at risk."

Actions Towards Excellence

Section suggests there is immediate need for elected representative and policy makers at the highest level to begin to draft measures to ensure that schools meet educational needs. Local communities alone will not be able to reverse damage already done.

Section suggests while federal and state support is essential, there are steps which may be initiated immediately at the local level.

Board of Education should:

1. Create community-wide expectation that schools are to teach all children

2. Hire a competent superintendent with an established positive record on the issue of high risk students — make provision for on-going evaluation of person hired

3. Set district policies which protect children from discriminatory practices

4. Pay attention to enforcement of policies and communicate findings of studies to parents

5. Approve budgets which equitably allocate resources among projects and schools within districts

6. Establish and monitor enforcement of affirmative action policies

Superintendent should:

1. Decentralize school systems in order to place maximum responsibility for building-level programs in hands of principals, teachers, and parents

2. Hire competent building administrators and hold them accountable for all aspects of their duties

3. Develop plans which assure equitable distribution of human and fiscal resources within districts

4. Enforce policies and develop programs which minimize exclusion of children at risk from mainstream classrooms and activities

5. Establish parent councils

6. Create internal monitoring systems which determine how well high risk needs are being met -- share findings with parents

7. Make themselves available to parents and citizens

Principals should:

1. Observe due process rights of students

2. Promote parent understanding of school by liberal sharing of information

3. Assume a strong leadership role

4. Change school organization and teaching methods to avoid rigid tracking and ability grouping

5. Move from reliance on standardized tests towards use of assessment tools which help teachers diagnose needs

6. Develop in-service training programs

Teachers should:

1. Make use of instructional skills which teach children with diverse learning styles

2. Hold high expectations of all children
3. Develop individual plans for each student in cooperation with parents
4. Respect all forms of diversity
5. Practice classroom management
6. Strengthen parent participation through specific strategies
7. Demonstrate collaboration with peers

Conclusions and Recommendations

Section offers the following recommendations for removing barriers which schools have placed in the way of student learning:

1. Minimize classroom discrimination by restoring and expanding support for educational programs for educationally disadvantaged
2. Reaffirm committment to non-discriminatory practices by pursuing efforts to eliminate policies and practices which result in "push-outs" and dropouts
3. Minimize discrimination against culturally and linguistically different students by recognizing the importance of bilingual education
4. Renew committment to ideals of Title IX (sex discrimination)
5. Promote changes in special education services while promoting mainstreaming
6. End tracking and reject ability grouping
7. Eliminate use of inappropriate testing procedures as basis for making educational decisions
8. Broaden curriculum and teaching practices in order to better meet needs of diverse student populations
9. Broaden vocational eduation programs in order to expand focus of goals in preparing youth for changing work world -- different concept than just provision of job skills alone
10. Move toward democratic governance of schools by assuring parents a major role and recognizing due rights of students
11. Recognize usefulness of Early Childhood Education programs
12. Be more responsive to students whose chances of remaining in school are enhanced by access to personal and social services
13. Create more equitable and adequate system for financing schools
14. Provide comprehensive school-to-work trasition programs

Abstract 33: Make Something Happen.

Background of the Problem

The purpose of this work is to complement studies presently focusing national attention on high school reform. It is also intended to provide perspective which the Commission feels has been lacking in other reports. Investigation leading to this report included: 1) meetings with students, parents, teachers, administrators, businesspeople, and counselors in five major cities across the nation 2) review of the literature 3) evaluation of programs 4) analysis of High School and Beyond data.

Findings of the investigation are contained in two volumes: Volume I describes the present situation in U.S. high schools and what can be done about it; Volume II contains back-up materials, research, and essays.

Recommendations of the Commission focus on things which can be done at a cost society can bear. Commission suggests that many of these "doable" things should be begun in elementary school; where the problems that many high school students experience are rooted.

Statement of the Problem

Recent research indicates that there is a high level of aspiration among Hispanic students; aspiration which is supported by their families. Studies also indicate the majority of Hispanic students enter high school with career and educational aspirations as high as those of any other group in society, and want to succeed in jobs which offer financial security and a sense of dignity as badly as anyone else. Results indicate high value is placed on schooling by the parents of Hispanic students. However, inspite of the aspirations, intent, and concern on the part of students, families, educators, and businesspeople; low achievement among Hispanic students continues. The National Commission on Secondary School for Hispanics, created by the Hispanic Policy Development Program, intiated a nine month study to determine why many inner-city public high schools are not succeding in educating Hispanics.

Salient Information from the Text

Bare Facts

Section offers the following facts on Hispanic high school students:

1. The majority of Hispanic students who enter high school with education and career goals as high as any other group

2. Forty-five percent of all Hispanics who leave school do so before tenth grade, twenty-five percent who enter high school are overage

3. Forty-five percent of Mexican-American and Puerto Rican students who enter high school do not graduate — seventeen percent of all Anglo student do not complete

4. Hispanics are the youngest and fastest growing population in the nation

5. As the general population ages, Hispanics will become the majority of the school-aged population in many cities, and a rising percent of the population in many other parts of the U.S. The future and prosperity of thes areas and the nation will be related to the development and progress of Hispanic students

6. Hispanics are the most highly urbanized population in the U.S. — eighty-five percent of all Hispanics live in metropolitan areas; as do sixty-six percent of all Anglos, and seventy-six percent of all Blacks

7. Hispanics are highly concentrated in their geographical distribution –seventy-five percent live in five states (California, Florida, Illinois, New York and Texas)

8. Most poor Hispanics live in segregated neighborhoods in deteriorating inner cities

9. Over two-thirds of all Hispanics attend schools with student bodies that are over fifty percent minority

10. Schools that Hispanics attend are generally overcrowded, or poorly equipped, or have lower per pupil budgets than other schools in adjacent areas

11. Hispanics experience a high rate of poverty

12. Hispanic males work more hours per week while attending school than do those of any other group

13. Despite economic difficulties of many, Hispanic constituted a seventy billion dollar market in 1983

14. Unemployment is forty to fifty percent higher for Hispanics than for Anglos -- many who are employed are marginally or underemployed

15. Many Hispanics suffer high levels of stress as a consequence of poverty, culture clashes, and the marginal and often violent quality of life in the inner city

Findings and Recommendations

Section offers the following findings and recommendations:

1. Personal attention, contact with adults, and family involvement with schools improves the performance and retention of Hispanic students.

   Recommendation: Hispanic students must have more sustained personal attention and more daily contact with adults. Their families must be welcome in their schools.

Actions: - Have more Hispanic adults present in schools
- Design programs to increase access to adults
- Break up larger schools into smaller units

2. Effectiveness of schools is improved when schools, parents, and students work together to define needs and develop programs. This is particularly important when the school serves a significant number of troubled students and their families.

Recommendation: Parents, students and school officials must work together to define critical student and family needs. The programs they develop must work both through the schools and through the community to reach students and families who need help.

Actions: - Schools must involve the students and their families in the development of internal programs designed to assist troubled students

- Clearly defined program goals and accountability systems that promote effective, comprehensive service should be integral parts of all service

3. The curriculum crisis in American secondary schooling that affects all American youth is doubly severe for Hispanics.

Facts: - Seventy-six percent of the Hispanics who took the "High School and Beyond" achievement tests scored in the bottom half of the national test results

- Thirty-five percent of Hispanic students are in the vocational education track

- In many schools academic expectations for Hispanic students is low

- Forty percent of Hispanic students are in a general education track as opposed to a strong academic course of study

- Hispanic students report that their academic choices were made with little assistance from school counselors

Recommendation: Greater emphasis must be placed on academic content and student achievement.

Actions: - Accreditation standards must be changed to take into account actual student achievement, including dropout rates

- The status of Hispanic secondary education should be monitored by the State Department of Education

- Emphasis should be placed on the development of analytical skills and a broad understanding of cultural and historic circumstances

4. Work experience directly affects the performance and retention, higher education and career options, and employability of Hispanic students

   Facts:
   - Part-time employment tends to keep students in school, to maintain or improve grades, and to introduce students to career options
   - Hispanic males are more likely than Anglo or Black males to hold full-time jobs while attending school. Forty-one percent of Hispanic males and twenty-three percent of Hispanic females leave high school for financial reasons
   - Over forty percent of all Hispanic students who leave school do so before entering high school
   - Few Hispanics who drop out ever return and even fewer enter college

   Recommendation: Work and school should be linked as early as junior high.

   Actions:
   - The business community and schools must work together designing part-time and summer jobs
   - Youth legislation should be considered which would subsidize jobs at a minimum wage for youth still in school

5. The Commission found solid evidence that Hispanics recognize the importance of the English language.

   Recommendation: English must be taught more effectively to Hispanics

   Actions:
   - Non-English speaking high school students should be offered a variety of programs so that they may benefit from subject content instruction while acquiring English
   - Seventeen and eighteen year old students entering the U.S. late in their junior or senior year should be permitted to take graduation examinations in their native language, as well as tests in English graded on the basis of how long they have been enrolled in English classes

6. The Spanish language in not fostered as a valuable resource for the Hispanic student, for schools, or the nation.

   Recommendation: Students, the community, and the nation must learn to appreciate the value of the Spanish language.

7. The federal government's diminished role in offering direct support to school districts has adversely affected low-income students and those who do not speak English.

Facts:

- When cities and metropolitan areas have multiple independent school districts within their boundaries, the tax bases of the inner-city districts are often insufficient to meet the needs of their low-income student bodies

- The federal cutbacks and formula for distributing block grants reduced federal support for inner-city school by twenty-one percent between 1980 and 1982

Recommendation: The federal government must maintain on-going support of and involvement in the types of programs which significantly impact inner-city youth.

Abstract 34: "Summary of A Nation at Risk: The Imperative for Educational Reform."

Background of the Problem

The National Commission on Excellence in Education consisted of eighteen members who devoted eighteen month of time and $785,000.00 in federal funds to the study of the status of education nation-wide.

Statement of the Problem

The purpose of the Commission's work was to compile a set of findings and to make recommendations regarding measure for improvement of education in the U.S.

Salient Information from the Text

Findings

Section indicates the Commission found a general decline in educational performance which it attributes to "the way the education process itself is conducted." Findings can be categorized according to: content, expectations, time, and teaching.

Content

Section indicates that the Commission did a comparative analysis of high school course patterns for the period of 1964-69 and 1976-81.

Section indicates the Commission found that: 1) the curriculum has become "homogenized, diluted and diffused to the point they no longer have a central purpose" 2) the percent of students participating in the "general program", as opposed to vocational education or college prep courses of study, has increased by thirty percent from 1964-79 3) students participation in courses in algebra, calculus, geography is declining while general track course participation remedial English and reading, and PE may be increasing.

Expectations

Section indicates the Commission examined expectations by focusing on factors such as grades, high school and college graduation requirements, competency exams, college entrance requirements, and curriculum materials. Section indicates Commission found considerable deficiencies in a number of areas related to: 1) the relationship between homework, grades, and achievement 2) curriculum hours devoted to advanced math and sciences 3) graduation requirements referring to math, science, and foreign language 4) percent of elective units versus core units included in graduation requirements 5) minimum competency exam standards 6) college entrance requirements 7) standards of required texts and other curriculum materials 8) declining levels of expenditures on curriculum materials.

Time

Section indicates Commssion found that U.S. students spend comparatively less time on school work, and that classtime and homework time are used inefficiently. Section indicates Commission found there is a significant amount of variation in time spent on instruction in schools across the nation.

Section indicates Commission found a significant amount of variation in in time dedicated to reading instruction -- primarily due to mismanagement of time.

Section indicates Commission found a lack of systematic approaches to teaching study habits.

Teaching

Section indicates Commission found there is an insufficient number of capable students being attracted to the teaching field -- there is a need for improvement of teacher preparation programs.

Section indicates a serious shortage of teachers currently exists.

Section indicates teacher preparation curriculum often emphasizes teaching methods at the expense of content courses.

Section indicates teachers salaries are inadequate.

Section indicates many teachers are ill prepared or are ill qualified to teach subjects they have been hired to teach.

Conclusions and Recommendations

Section offers the following recommendations:

1. State and local high school graduation requirements should be strengthened in terms of time and content
2. Performance standards should be raised across the board -- with institutions of higher education raising admission standards
3. More effectively utilizing or lengthening the school day in order to devote more time to the "new basics"
4. Improve educational standards and require proof of competency for those preparing to teach
5. Increase teachers salaries and tie salaries to promotion, tenure, and retention to perfomance evaluations
6. Encourage creation of career ladders for teachers

7. Encourage hiring of non-school personnel in math and sciences to cover teacher shortages

8. Attract qualified personnel to the field through access to grants and loans

9. Encourage public to hold educators and public officials accountable for achieving reforms and citizens accountable for provision of financial support necessary for achieving them.

Abstract 35: "California State Department of Education Issues Briefing on High Risk Youth."

Background of the Problem

In California and across the nation, approximately three out of ten students will drop out of school before graduating. Dropout rates, truancy rates, youth unemployment, juvenile crime rates, and other indicies show that significant numbers of youth are at risk in schools, society, and the work place.

There are many agencies directed towards helping youth who are having academic difficulties, social adjustment problems, and difficulties in finding employment. A review of those agencies' policies reveals, however, that few policies are specific with respect to addressing the needs of the very populations they have been designed to serve. In addition, no program was found which is designed to specifically address the needs of dropouts and high risk students.

Statement of the Problem

The purpose of this work is to bring into effect policy geared towards meeting the needs of dropout and high risk students. This work includes: 1) a review of policies guiding state government youth service agencies 2) a review of programs by agencies outside of the Department of Educuation which may be instrumental in bringing about resolution of the problem 3) a review of policies and programs in other states directed at high risk and dropout students 4) a set of policy statements on a number of related issues.

Included in the appendices of this work are back-up materials of the following type: 1) profile of dropouts 2) impact of dropouts on youth workforce 3) dropout rate figures for California 4) costs associated with dropout/high risk students 5) graduation and attrition rate tables 6) proposed policies 7) programs impacting high risk youth

Salient Information from the Text

Operational Definition of High Risk

Section indicates the following definition of high risk is designed to guide the California State Department of Education in policy formulation and management projects:

The category high risk includes both students who are enrolled in school and those no longer enrolled. The children/youth in this definition are at risk in school and/or the work place for reasons, such as: lack of English language skills, social maladjustment, lack of academic success, cultural and/or economic disadvantage, or other handicapping conditions or circumstances.

Section indicates the term children/youth is used in the definition in order to clearly reflect the belief of the California Department of Education that high risk may begin, and be identified, as early as kindergarten.

Policies Related to High Risk Students

Section presents a set of policy statements which were prepared as a result of a conference on dropouts and high risk students. The conference was held by the Development and Linkage Unit with the CADE in June of 1984. Each statement is intended to be response to a given issue relevant to development of programs for high risk youth/children. Each statement is followed by a narrative presenting the educational program considerations which serve as the rationale behind its implementation.

Issue:

When is it appropriate to identify high risk students?

Policy Statement:

Effort to identify students who are potentially at risk of dropping out should be initiated as early as kindergarten.

Rationale:

Rationale behind this statement is based on the accomplishments of early childhood programs over the past two decades, and upon research which has determined that the process of dropping out begins in early school years and establishes a pattern which becomes more difficult to reverse as time passes.

Issue:

How should we identify public school students who are potentially at high risk?

Policy Statement:

Processes should be established for identifying particular students. However, identification should not label a student in such a way that his/her cognitive, affective, or psychomotor growth is constrained.

Rationale

Identification of potential high risk students should be based on a profile of local high risk and dropout students. Students having similar characteristics as those in the local file may be likely to follow the patterns of school success exhibited by the norming pattern. Local educational agencies should keep record of the number and characteristics of local high risk and dropout students on hand as guides. Rigid labeling should be avoided.

Issue:

When should formal intervention begin?

Policy Statement

Instructional programs which are designed for the express purpose of addressing the problems of high risk children/youth should be implemented as soon as possible after a student has been identified.

Rationale:

As funds for new programs are unlikely, programs will have to be developed by linking a variety of existing programs together. This is consistent with the idea of early identification, as elementary and secondary programs could be linked together.

Issue:

What should the content and methodology for delivery of programs be?

Policy Statement:

To meet needs of high risk children and youth, thorough individual assessments of mental abilities, social/psychological maturity, and in-school and out-of-school environments are necessary. Results are to be utilized by schools, agencies, parents, and others as appropriate for the design of intervention plans. Intervention should consist of alternatives to traditional curriculum and delivery systems, whenever considered appropriate by parties involved in plan formulation.

Rationale

Work experience, independent study, continuation high school, adult school, flexible schools, and open entry/exit programs are a few strategies which could be considered as alternatives. Research tends to support the need for alternatives rather than a "more of the same" approach.

Policies Related to Dropouts

Issue:

Are all persons entitled to an education?

Policy Statement:

All persons are entitled to a free public education providing them with skills which enhance their effective functioning in society. Effort should be made to provide in-school and out-of-school persons of all ages with educational experiences necessary for acquiring social skills, job skills, and/or credentials needed for effective living in society.

Rationale:

The concept of "entitlement" serves as a basis for continued efforts to reinvolve of out-of-school youth in education. These students have, theoretically, an unused entitlement of millions of dollars of annual state financial resources which were never expended on them because of their departure prior to graduation. This concept can become fact, however, when these students are recovered and local educational agencies are then reimbursed for ADA. The education commission needs to work out statutes which will provide for utilization of the so-called entitlement funds to develop programs to attract dropouts back into the educational process.

Issue:

Whose responsibility is it to educate of out-of-school youth?

Policy Statement:

Recovery of out-of-school youth should be shared by all government and nongovernment human services agencies and private sector businesses. Public schools should take the initiative in developing linkages between all appropriate private and public agencies in order to facilitate recovery of out-of-school youth. Subsequent education of those recovered should be the responsibility of all appropriate agencies.

Rationale:

Out-of-school youth will not return except to a clearly different educational system or setting dramatically different from the one they opted to leave. Educators must be willing to seek assistance from all sectors to develop new models.

Definition Upon Which Local Profiles Can be Based

Section defines high risk students in terms of characteristics which have an impact on schools they attend, rather than on ethnic, racial, or economic characteristics. Profiles may be based on the following characteristics:

1. one or more grade levels behind peers
2. low level of learning and failing grades
3. lack of basic literacy and computation skills
4. school non-attendance and frequent tardiness
5. discipline problems
6. feelings of alienation, isolation and insecurity
7. inability to tolerate structured activities
8. dislike of school, classes, teachers
9. pregnancy
10. marriage
11. alcohol or drug problems
12. low self-esteem or self-concept

13. health problems, emotional problems, mental or pyschological problems

Social and Economic Implications of Dropping Out

Section suggests that high risk students who drop out are costly to themselves and to society. They are costly to schools in terms of lost ADA — 1.1 billion dollars per year in California. They are costly to the State and Federal government in terms of costs for provision of a combination of prevention and remediation -- in 1983-84, 4.2 billion dollars in federal and state resources were spent in California serving 3.5 million high risk students. They are costly to the nation in terms of lost outputs in gross national product, public services, labor force time -- an estimated 237 billion 1970 dollars in income lost over the lifetime of these students; estimated 1 billion dollars forgone in government revenues (47 billion dollars which would have been added to the Federal Treasury and 24 billion to State and local governments).

State Department of Education Efforts

Section suggests that efforts occur often in a manner independent of other agencies.

Section indicates that the State Department of Education spends more than one billion dollars in order to provide assistance through sixteen programs reaching 2.4 million K-12 students and 1.4 million adults. The combined cost for programs and remediation for all state agencies, including the SDE, is in excess of 5.1 billion dollars.

Conclusions and Recommendations

Section offers the following conclusions:

1. Current research data base is sufficient to give a working knowledge of the causes and manifestations of being educationally at risk

2. California's education delivery system appears to have more than adequate categorically funded programs and optional and alternative learning systems to meet almost any learning need

3. There are numerous well-tested and highly rated model education programs, strategies, and intervention plans of addressing the needs of high risk students which many people are not familiar with

4. What is known about effective practices needs to be aggregated into the concept of increasing the holding power of schools

5. The Department of Education has sufficient resources, knowledge and skills to effect positive change for high risk students

Abstract 36: "The National Interest in Education: An Analysis of the Major Reports on Education."

Background of the Problem

The 1983-84 school year will be one of great importance in the U.S. This year is one of unprecedented levels of expenditures in education and high-level participation in its reform by an increasing array of actors. Public attention has been focused on education through the release of no less than eight major national reports.

Statement of the Problem

Educators and the public alike are being presented with what is rapidly becoming an overload of information. Much of this information will go unutilized unless it can be rendered "manageable" through some process of synthesis. The purpose of this work is to provide such a synthesis by means of comparing and contrasting the eight recent studies, as well as SB 813. Information, once contextualized, will be useful to educators in leadership positions seeking to provide better service to their constituents.

Salient Information from the Text

Education Matrix

Section includes a matrix intended to provide an overview of the eight major studies presently available on educational reform. Maxtrix includes eighteen variables from "effective schools research" literature. These variables are those included in Superintendent Honig's July 1983 newsletter (New California Schools). This document specified eleven major indicators of school effectiveness along with the five factors which support these eleven principal factors.

Section indicates that matrix provides a quick overview of recommendations of each report, and which of the eighteen factors they emphasize.

Section indicates that the utility of the matrix is that it permits interfacing of "effective school" factors and key recommendations of national reports.

Summary of Effective School Factors

Section provides summary of each of the eighteen effective school factors found in the eight national reports.

Section indicates that there is more agreement regarding the importance of these factors than disagreement across the eight reports.

Educational Reform Policy and Effective School Factors

Section focuses on effective school factors and how they are reflected in the Hughes-Horton Reform Act of 1983 (SB 813) -- indicates whether factors are "mandated" or "permissive."

Abstract 37: "Towards Effective Education for Hispanic Youth: A Leadership Challenge"

Background of the Problem

There is evidence to support the hypothesis that Hispanic students in California are receiving a lower quality education than their Anglo counterparts. In San Diego County by the following: 1) Hispanic students comprise a disproportionately large percentage of dropouts and a disproportionately small percentage of gifted programs 2) seventy-five percent of the Hispanic school population is scoring below grade level on CAP tests given at the end of third grade and remain underachievers throughout their school experience.

Statement of the Problem

Improvement of the quality of education for Hispanic students is essential both for the well-being of the individuals and the county. Failure to create effective educational experiences will have a significant impact on the economy of San Diego. Demographic projections indicate that the Hispanic growth rate is expected to increase from fourteen percent in 1980 to twenty-five percent in 1990. Hispanic school enrollment is expected to increase from twenty percent in 1981 to over fifty percent in the year 2000. As the population of Hispanic students increases, a greater percentage of the total school population will be underserved. The result will be a greater number of students ultimately forced into unemployment or low paying jobs.

Salient Information from the Text

Recommendations for Improving the Quality of Education: Elementary Schools:

Section offers the following conclusions and recommendations for improvement of the educational experience of Hispanic students at the elementary school level:

Conclusions regarding expectations:

- Parents, school personnel, and members of the community tend to have lower academic expectations for Hispanics than for Anglos.
- Lower expectations are being organizationally transmitted through ability grouping and tracking — based on mistaken assumption that these practices are providing a suitable response to the need to provide for individual differences.

Recommendations regarding expectations:

- Replace tracking and grouping with heterogeneous assignment of students
- Combine mastery learning, small group instruction, and cross-age tutoring

- Increase efforts to increase Hispanic student participation in gifted programs

- Implement parent education programs and provide in-service training to teachers on appropriate topics

Conclusions regarding instruction:

- Time on task has been found to be a factor effecting achievement; assuming the task is appropriate to the skill level of the student. Children assigned to lower ability groups spend a great deal of time on tasks which are inappropriate to their learning style and in an instructional mode which in little more than a "watered down" version of instruction geared to the top group.

Recommendations regarding instruction:

- Implement Early Access Kindergarten programs

- Implement mastery learning techniques

- Implement highly structured language programs

- Implement tutorial sessions

- Creation of a monitoring system for all students below grade level -- progress to be monitored on weekly basis

Conclusions regarding parent involvement:

- Parent involvement in the instructional program, when properly implemented, tends to improve student performance

Recommendations regarding parent involvement:

- Creation of on-site councils

- Recruitment of parents into existing parent organizations

- Provision of in-service geared towards providing parents with techniques of assisting students at home

- Establishment of voluntary aide programs

Conclusions and Recommendations for Secondary Schools:

Section offers the following conclusions and recommendations for improving the quality of education in the secondary schools:

Conclusions regarding expectations:

- Lower expectations are transmitted organizationally through tracking and ability grouping. This practice leads to lower achievement and to differentiation of instructional program -- students in lower tracks and groups do not get the same curriculum content or quality of instruction as those in the top groups.

Recommendations regarding expectations:

- Elimination of tracking and ability grouping
- Maintenance of high standards for all students
- Provision of in-service on expectations for parents and teachers

Conclusions regarding counseling:

- Ineffective or inappropriate counseling results in placement of Hispanic students in programs leading to occupations with low salaries

Recommendations regarding counseling:

- Provide student support services such as tutorial assistance programs
- Provide parents with educational programs through counseling office which fosters home/school partnerships
- Provide parents with assistance and information related to college entrance requirements
- Assure that Hispanic students are not overrepresented in low level occupation vocational education classes

Abstract 40: The 1982-83 School Leaver Study of the San Diego Unified School District.

Background of the Problem

The problem of student dropouts has lately become the focus of attention of legislators, school districts, and the State Department of Education and the general public Legislation has been introduced which attempts to define the term "dropout" in precise fashion: thereby avoiding problems previously encountered in data collection and analysis. In addition, the term has been adopted as one of the qualitative indicators included in the State Department of Education's Accountability Plan.

Statement of the Problem

San Diego Unified School District, in recognition of the gravity of the dropout problem, initiated an investigation within its own district. Information was gathered during the 1979-80 school year and the results of the study reported to the Board of Education. A second, more comprehensive investigation was conducted during the 1982-83 school year. The goal of this project was to: 1) determine the number of school leavers grades nine through twelve 2) identify the characteristics associated with school leaving, and 3) identify the overall rate of attrition for students with given characteristics.

Salient Information from the Text

Definition of School Leaver

Section indicates that the following criteria was used by the district in identification of dropouts for its 1982-83 study. School leavers include students who have all of the following characteristics:

1. Participated in and left any grade between nine and twelve during the 1982-83 academic year
2. Had the ability to meet graduation requirements or pass the California High School Proficiency Exam
3. Are not known to have transfered to another high school or educational program
4. Did not re-enter the district by October of 1983

Findings of Study

Section presents two sets of findings. The first set, consists of general findings regarding leaver rates by status, grade level, school type, month of departure, gender, and ethnicity. The second set, consists of findings related to school experience.

Findings set one:

1. Patterns for 1982-83 are consistent with those of the 1979-80 study
2. Overall district leaver rate is consistent with those of large urban school districts
3. Rates, by status, grade, gender, and ethnicity are consistent with patterns reported in other studies
4. Study estimates that over the four year high school period 16.5% of the original class will leave

Findings set two:

1. When students' experience is one of consistent failure and poor perfomance, they leave school
2. Students who are "disadvantaged" with respect to school perfomance leave at a rate which is ten to fifteen percent higher than those with "advantaged" backgrounds
3. It takes only a few variables related to school perfomance and disadvantage to predict who will leave

General Findings

1. The overall district annual leaver rate is for 1982-83 was four percent -the rate for 1979-80 was five percent
2. Thirty-eight percent of all leavers depart in June or September — the monthly average is seven percent of the total number of students who left during the study period
3. In both the 1979-80 and 1982-83 studies, junior high schools had the lowest rate of attrition of all schools and program types — less than a one pecent rate for 1979-80 (ten times lower than the overall rate) and one percent for 1982-83 (three times lower)
4. Continuation schools, opportunity schools and special programs had the highest attrition rates — four times higher than the overall rate
5. In 1979-80 and 1982-83, most attrition occured among tenth and eleventh graders -- seventy percent of all leavers were tenth and eleventh graders
6. The ratio of leavers male to female leavers is essentially the same for both study periods -- fifty-four percent and forty-six percent respectively
7. For both study periods, Asian and Pacific Islanders had the lowest attrition rates; followed by Anglos, Blacks, and Hispanics

Asian/Pacific Islanders = 3.1%
Anglo = 3.8%
Black = 5.1%
Hispanics = 7.4%

8. The rank order of school leaver groups does not vary to a large extent among ethnic and racial groups from grade level to grade level

9. Records indicate forty-one percent all leavers in the 1982-83 study were identified as "whereabouts unknown"

10. Records indicate in 1982-83, thirty percent of all leavers "voluntarily withdrew"

11. Records indicate in 1982-83, seven percent of all leavers were "married, pregnant or hardship cases"

Conclusions and Recommendations

Section indicates that patterns for 1982-83 are almost completely consistent with those of 1979-80.

Section offers recommendation that the district develop early intervention and other school leaver prevention programs and pay particular attention to Black and Hispanic students who are especially at risk of leaving.

Abstract 43: Dropping Out Among Language Minority Youth: A Review of the Literature.

Background of the Problem

In spite of the dramatic growth in the literature on high school dropouts in the past few years, there have been very few studies done on dropping out among language minority youth. Even fewer studies have been done on language as a factor in premature leaving. This is an alarming situation given the number of programatic decisons effecting this group being made by policy makers and educators on a regular basis.

Statement of the Problem

The purpose of this work is to provide information which is lacking with respect to dropping out among language minority youth (LMY). Such infomation is essential for effective programatic and policy decisions effecting the growing number of students for whom English is not a primary language. This work presents a review of the literature and an analysis of the relationship between language minority status and correlates of dropping out.

Salient Information from the Text

Language Minority Youth

Section indicates that getting an accurate estimate of the number of LMY in the U.S. is difficult because of the wide variation in definition which is used to identfy them and because use of differences in the assessment instruments used to classify students according to language status.

Section notes that a 1978 study from the Office of Civil Rights estimates that minority youth represent approximately twenty-five percent of the total public school enrollment nationwide.

Language minority youth (LMY), for the purposes of this study, designates youngsters who are national origin minority by birth and who speak languages other than English with varying degrees of proficiency.

Dropouts

Section indicates that the question of the independent effects of dropping out by ethnicity, socioeconomic status, and language remains unresolved. The literature often presents highly conflicting results and findings.

Section indicates there are two central questions regarding dropout rates and language which have yet to be answered: 1) how significant is "language use" as a factor in dropping out in comparison with "Hispanic origin", and 2) are individuals from homes where English is not spoken in greater or lesser danger of dropping out than those individuals who non-proficient in English.

Section suggests that the authors of the work were unable to find any analysis which assesses the independent contributions which socioeconomic status, rates seems to indicate the following:

1. Economically disadvantaged family background in combination with a NEP status does increase potential for dropping out

2. Being of Hispanic origin per se, does not increase potential for dropping out, but given that a large percent of Hispanics are both economically disadvantaged and non-English speaking, they are at higher risk

3. Youngsters with two of the following three characteristics are more likely to leave school earlier than those youngsters who have one or none: poor, Hispanic, non-English speaking

Section suggests that the actual impact of Hispanic ethnicity, poverty and lack of English on dropping out remains speculative and statements made regarding the effects of these three variables should be made with caution.

Section suggests that because LMY have not been identified as a distinct population in major studies on premature school-leaving, primary data on causes and correlates of dropping out among there youngsters is nonexistent. It is therefore, unclear whether LMY drop out at a higher rate than English-speaking youngsters because a) LMY are more likely to be characterized by those attributes which distinguish school leavers, in general, or b) there are factors which operate to promote school leaving among LMY which are unique to that population .

Correlates and Causes

Section suggests that research has been narrow in scope; focusing on student characteristics more often than school or out-of-school factors and the relationship between them. Few studies examine the features of the school environment which may promote leaving. Still fewer have examined the process of dropping out as a cumulative process.

Section concludes that three factors contribute to a greater number of early school leavings among LMY:

1. Early academic failure

    - Youngsters who do not speak English begin schooling with distinct academic disadvantages and because so much of the subsequent learning in elementary and secondary school hinges on English reading ability, the academic disadvantage of non-English speaking students worsens over time

    - Achievement tests, being given in English makes it more probable that LMY will be placed in school tracks characterized by a climate which engenders alienation from school -- early academic failure has been shown repeatedly to be a predictor of early school leaving language, previous exposure to education, and ethnicity make to the process of dropping out. Authors indicate, however, although no quantitative data on this matter was available, a review of qualitative information on dropout with minority and non-English speaking students, they are less likely to receive affirming behaviors from teachers and are less likely to receive the sort of support that encourages learning

  - Whether the negative interaction of teachers towards language minority youth precedes or follows their poorer academic performance is not known, but it is likely that the two factors work to reinforce each other and increase the likelihood of leaving

3. Lack of fit between LMY needs and school program

    - Although empirical evidence of a lack of fit between the needs and abilities of non-English speaking students and the programs and curriculum provided by schools is scant, the picture which begins to emerge from various studies is that a mismatch between LMY and their schools is likely

    - Whether the mismatch is due to a failure of LMY to accomodate themselves to the policies and procedures of the school in which English is the language of instruction or to the failure of schools to accomodate the needs of students who do not speak English is unresolved issue. Whatever the cause, a gap does exist between need and instructional program

Hispanic Language Minority Status and Leaving

Section examines why dropping out is disproportionately higher among language minority Hispanics than any other language population.

Section presents the following four possible explanations:

1. It may be that dropping out is more prevalent among language minority Hispanic youth because they are more likely than other groups to be from lower socioeconomic backgrounds and therefore subject to the adverse effects of coming both from a low socioeconomic and language minority backgrounds

2. As an effort to preserve their ethnic identity, Hispanic communities are motivated to maintain elements of cultural and linguistic difference. Consequently, accomodation to the instructional demands of English dominant schools may be slower and more difficult for Hispanic, nonEnglish speaking youth.

3. Institutional forces which impede the progress of Hispanic youth in different ways than with other language minority groups

    - Although little data is available, authors suspect that predjudice against Hispanic youth on the part of school personnel is widespred

4. Negative interaction with teachers and school personnel

    - Because there is some evidence that teachers interact more negatively and strongly influences teacher expectations in ways not operative with other language minority groups

    - While it is not known that teachers are less likely to use praise and positive interaction techniques in dealing with Mexican-American

5. The apparently higher dropout rate of Hispanic language minority youth may be a statistical artifact resulting from the confounding effects of ethnicity, language use, and circumstances surrounding immigration to the U.S.

Dropping Out as a Dynamic Process

Section suggests that the causes of dropping out are multiple, cumulative, and multiplicative. Authors indicate there is probably no one reason why students dropout, one factor which cuts across all ethnic and socioeconomic groups, or even one critical turning point which makes a difference in the lives of an individual.

Section presents idea that dropping out is a final step, the culmination of a very long process.

Section suggests that critical school and non-school factors need to be examined. For example, determining how peer, cultural, socioeconomic, and language factors interface with school factors such as teacher attitude, availability of programs, and institutional demands to produce the result of dropping out.

Section suggests that research must be done which attempts to understand how these factors interact to influence early school learning. Studies which merely identify characteristics of students provide no basis for action for policy makers and educators who are concerned about resolving the problem.

Section suggests that dropping out as a process rather than an outcome should be the focus of research. Studies should examine language usage and school performance factors. Factors to be examined should include:

1. School factors

    - Identify factors "push" and those which "fail to hold"

    - push factors include: negative interactions with teachers; prejudice; inappropriate tracking; dangerous or unattractive environments; dangerous social environments; overcrowding and understaffing

    - fail to hold factors include: absence of sufficient extracurricular activities; absence of instruction in a language, and at a level, which is comprehensible to the student; absence of instructional material that is meaningful in terms of students' backgrounds;

general lack of resources which make schooling and school attendance attractive; absence of sufficient variety of educational options such as career education, vocational education, and honors programs youngsters, it is reasonable to assume that teachers do know about the use of resources and activities which keep students interested in school but fail to make them available to Hispanic youth

2. Family factors

   - Focus should be on ways in which the family of a LMY may influence his or her leaving or continuation through 1) their influence on interaction with school and school system

3. Adolescent peers factors

   - Focus on these factors is important because 1) the influence of peers on adolescent decision-making is clearly greater in early adolescent years than in later adolescense 2) the influence of peers appears to effect the students' perception of the attitudes and values of adults language use and development 3) communication of values and attitudes that either reinforce or detract from school experience 4) encouragement of behaviors congruent with expected school behaviors

4. Workplace factors

   - Focus on these factors because research suggests that extensive involvement in the part-time labor force may promote premature leaving

5. Community factors

   - Should include community attitude towards school, location of school, community economics, and transporation

6. Cultural factors

   - Decisions to stay or leave are made, in part, on the basis of cultural attitudes towards 1) education 2) schooling as a means of achieving educational goals 3) schooling as a means of professional achievement and social mobility

Conclusions and Recommendations

Section concludes that future research must differ in three ways:

1. The phenomena of dropping out must be understood as a dynamic process rather than a static one -- focusing on process rather than outcome

2. Researchers must take a more ecological stance -- one which focuses on settings outside the school and on the broader ecology in which the student exists

3. Researchers must move away from designs which attempt to predict dropping out on the basis of "personal" or "environmental" characteristics and direct their attention to designs which focus on the interaction between them

Abstract 45: "Dropping Out: How Much Do Schools Contribute to the Problem?"

Background of the Problem

California is representative of current trends in the United States related to dropping out. This work indicates that in 1967, only twelve percent of adolescents left school before graduation. By 1970, the rate had risen to seveteen percent; by 1972 to twenty percent; and in 1976 the rate was twenty-two percent. It is reasonable to assume that at least one-quarter of the nation's youth fails to graduate from high school.

Statement of the Problem

Most of the research on high school dropouts has been based on the desire to find causes, correlates or motives underlying the actions of dropouts. Analysis of the four most well-known data bases have led to the following generalizations about dropping out: 1) family background characterized by low socioeconomic status is strongly associated with dropping out 2) poor school performance leading to poor grades and course failure is associated with dropping out 3) race, after controlling for family background, is not a predictive variable 4) several social-psychological characteristics distinguish dropouts from stay-ins.

The majority of research findings imply that a better understanding of the characteristics of dropouts will permit fomulation and implementation of policies and practices which will reduce early school leaving. Future research should give emphasis to the manner in which specific institutional characteristics negatively effect marginal students and results in their dropping out.

Salient Information from the Text

Dropping Out as a Problem of School Policy and Practice

Section suggests there is empirical and theoretical support for redefining the problem in a manner which takes school factors into account. Redefinition in this way would provide a foundation for school-based reforms not possible when the focus is on the personal characteristics of the dropout or his/her familiy background. The purpose of redefinition is to focus reform energy and resources on factors under the school's control which can be modified to improve school conditions for marginal students.

Section utilizes HS and B data to compare dropouts and stay-ins/college bound students. Analysis is intended to identify characteristics which group one from the other.

Section indicates that "academic function" variables (as opposed to "social context of school" variables) account for eighty-nine percent of the variance between dropouts and the stay-in/college bound groups. Within this set of variables "expected school attainment" was the most powerful distinguishing factor between groups. "Tests", "SES", and "grades" are also strong differentiating variables.

Section suggests that these findings are consistent with literature which bases group distinctions on higher expectations, achievement/ability, SES, and grades.

Section indicates that factors associated with "social context of school" (truancy, expectations, discipline problems, tardiness, hours worked) accounts for eleven percent of the pooled variance distinguishing dropouts from stay-ins. While dropouts differ from the other groups in terms of greater number of discipline problems, truancy, tardiness, and time worked; they do however, have fairly high expectations related to future schooling.

Implications of the Analysis for Schools

Section suggests that it is essential for educators to become knowledgeable about the way schools differentially perceive and effect groups of students in in different ways.

Section suggests that data indicates there is a serious problem with school holding power for some youth. There are a number of institutional factors which contribute to students' decisions to dropout.

Section suggests resolution of the problem lies, in part, in making school policies and practices responsive not only to factors related to background and academic ability, but also to institutional factors.

Marginal Students' Views: Evidence of Schools Failure

Section examines the extent to which dropouts and stay-ins/college bound students are similar and different in terms of school experience and their views regarding these experiences. Comparison also made by ethnic group.

Section examines three variables which measure student alienation and rejection of school ("Teacher Interest in Students", "Effectiveness of Discipline", "Fairness of Discipline").

Section indicates there is little difference of opinion between stay-ins and dropouts with respect to the level of interest they perceived teachers have in students. Results reflect overall student discontent with respect to teachers level of interest.

Section indicates findings were consistent across ethnic groups and between dropouts and stay-ins regarding the effectiveness of discipline. School discipline is regarded, in all comparisons, as relatively ineffective.

Section indicates little difference of opinion across and between groups regarding fairness of discipline. Responses are more negative, overall, than for the effectiveness of discipline variable.

Section indicates the one variable which clearly does distinguish dropouts from stay-ins, across all ethnic groups, is related to discipline; cutting classes (in-school truancy) was substantially higher for dropouts.

Section indicates, with respect to expected school attainment, few students who actively dropped out anticipated this action at the time of response to the survey (sophmore year). Hispanic students anticipated somewhat less education and Blacks considerably more than Anglos, but both dropouts and stay-ins anticipated graduating.

Section suggests dropping out is not a conscious decision which is made during early high school years.

Section suggests that data analysis indicates school factors related to discipline should be considered significant in the evolution of the process of dropping out. While disciplinary actions alone may not create the problem, they may, in combination with other factors (low SES, academic failure, teacher indifference, and a discipline system which is both ineffective and unfair) may lead to dropping out.

Self Esteem and Locus of Control: Further Evidence of School Failure

Section indicates that for the purposes of this study, self esteem and locus of control are assumed to be outcomes of formal schooling.

Section indicates that for all three ethnic groups (Hispanic, Black, Anglo), and all three student status groups (dropout, stay-in, college bound) self esteem increased in a positive direction over the three years of the study. Dropouts began with a slightly higher self-esteem that stay-ins and actually increased the differential between them after leaving school. The largest gains were made by Hispanic dropouts.

Section suggests that for those whose school expectations are negative in terms of discipine and academic failure, dropping out may be a positive response. Those students who have similar characteristics to dropouts but who stayed-in showed less improvement in self-esteem than either the dropouts or the college bound.

Section suggests that when data is examined in terms of internal locus of of control it does not support the position that dropouts would have been better off if they had stayed in school, except for Blacks. Increasing academic failure leads to a decreased sense of internal locus of control.

Conclusions and Recommendations

Section concludes that the HS and B results parallel or at least do not contradict the three other major studies done on dropouts. Analysis using all four data bases lead to the following conclusions:

1. SES is an important predictor of dropping out

2. School ability and performance are important predictors of student status

3. Conflict between student and institution is an important predictor of dropping out

APPENDICES

A. PROFILES OF EFFECTIVE PROGRAMS AND PRACTICES

Introduction

Examination of the literature associated with high risk students and dropouts reveals that there is a lack of information available on effective programs and practices. Such information as is available is focused on theoretical models, or is so anecdotal in nature as to be of little assistance to practioners seeking concrete solutions to immediate problems. Those references offering some concrete and potentially practical approaches generally neglect to identify the criteria by which they had been evaluated, the conditions under which they were successful, and the extent to which they are generalizable to other institutions seeking solutions to similar problems.

Many of the "successful" programs and practices reviewed were based on general characteristics pieced together through reviews of the literature. In sum, the review reveals that there is a critical lack of empirically-based knowledge regarding what "works," why it works, and under what precise conditions.

Programs and Practices Effective with High Risk Students and Dropouts

Profile One:

"There are some local programs that appear to be working. Many have common attributes and recommendations" (Education U.S.A., 1986). The following characteristics have been extracted from the article "How Can Schools Practice Prevention" within this publication.

The most successful schools:

1. offer "intensive, individualized training in basic skills and work-related projects"
2. are "vocational education, work-study programs and alternative high schools"
3. have a "small size with a low student-teacher ratio"
4. offer "personal attention to pupil needs"
5. place "emphasis on the immediate and practical"
6. stress "basic skills instruction"
7. emphasize "rewarding of student achievement"
8. "follow-up after the student leaves school"

(Hodgkinson, Institute for Educational Leadership)

The most successful alternative programs:

1. are "small, operated by a few teachers with the authority to run the program as they saw fit and (were) taught by teachers with high expectations of students"
2. offered a curriculum which "was non-traditional, with real-life examples of problems used (for instructional purposes)"
3. "encouraged students to have experiences outside school"
4. "promoted a family atmosphere in which students worked out problems together" (Welage, University of Wisconsin)

The most successful programs, in general:

1. "get it right the first time"
2. "connect students more directly with adults and the larger world of work and culture (by means of) early education programs, alternative schools, (and) dropout prevention programs"
3. "reward imagination"
4. "create (a) competitive climate for ideas"
5. "take risks and reward those who take chances"
6. "cut red tape and restructure ineffective bureaucracies"

(Education Commission of the States Business Advisory Commission)

7. have a "clear discipline policy"
8. permit "freedom to learn at one's own pace"
9. "use high-interest materials"
10. emphasize "variations in seat-time and scheduling"
11. emphasize "variations in location"
12. encourage "student involvement"
13. "provide counseling services"

("a California panel")

Profile Two:

Austin Independent School District in its "Study of Dropouts" (Austin Independent School District, 1983) offers a set of recommendations for enhancing academic achievement and attracting and holding students. The study identifies the following characteristics as essential to effective programs and practices:

1. integration of vocational education and academic coursework
2. establishment of clear linkages between school activities and future occupational goals and requirements
3. flexibility in terms of the number of years required for completion of high school -- permitting students to combine school and work experiences in ways which promote connection between academic requirements and occupational needs and goals
4. emphasis on programs with clear action plans and provision for on-going monitoring and evaluation
5. implementation of smaller sized programs which foster stronger working relations between faculty and students
6. emphasis on high teacher expectations for students' success
7. encouragement of student support for program goals
8. concentration of curriculum focus on real-life problems

Profile Three:

The Volume Two of Make Something Happen (National Commission on Secondary Education For Hispanics, 1984) indicates that out "of the ten high schools (the author) visited in Los Angeles and Austin, the schools succeeding best in their efforts to improve the education of minority children (and high risk students) all made strong and extensive efforts not only to involve parents in the decisions and operations of the school, but also provided them with instruction and training for their role as parents of high schoolers." In addition, schools "were cognizant of the social and cultural discontinuities that might exist between home and school and made special efforts to bridge them." Finally, Volumen Two indicates that in all ten schools "efforts were made to seek parent leadership in neighborhood networks in an effort to insure ethnic and area representation."

With respect to the school environment, the ten most successful schools "had climates of order and purpose ... and ... interpersonal harmony." These schools fostered a "focused approach to teaching (emphasized) basic skills and a balanced concern for both vocational and academic students." In these schools it was considered "first order of business (to) provide for the safety of (both) students and teachers."

Successful schools were generally seen as self-directed, highly resourceful, and determined to resolve their problems without "outside" assistance. These schools, "with or without resources, ... looked to themselves to improve the quality of instruction (and tended to) expect more of themeselves in order to expect more from their students".

School faculty and administrators are characterized as strong and dedicated. Principals perform not only as administrative, but instructional leaders, as well. They work in a collaborative manner with their staffs and have created a number of programs by which to "institutionalize" caring. Caring is operationalized through regular tutoring sessions and other mechanisms which are intended to demonstrate that caring is based on action and "is not solely an accidental relationship between a teacher and a lucky student."

Finally, these ten most successful of schools took measures to "establish extensive relationships with the future through involvement of businesses, public services, and post-secondary educational communities."

Profile Four:

The Planning Committee for the Achievement Council has identified the following characteristics as those common to programs which are effective in raising achievement scores of minority students and improving the quality of education (Brown, 1984). This information is included in profiles of effective programs for high risk students and dropouts as low achievement has been identified as a predictor of high risk and dropping out (Arias, 1984; Cervantes, 1982).

Effective programs:

1. have "strong leaders who have high expectations of students in terms of achievement"
2. have leaders who are perceived as being people "who follow through with actions"
3. "make concerted efforts to raise expectations among parents, community, teachers, and students themselves"
4. "actively encourage parent and community participation"
5. "maintain an atmosphere which is conducive to learning"
6. "set high standards and maintain rigorous core curriculum"
7. "promote awareness of ethnic and cultural differences in the way students and parents respond to educational opportunity"

The Planning Committee highlights a number of programs it considers among the most successful. It offers the following program as exemplary in terms of the types of roles played by parents and teachers:

Parents are treated as critical participants and are particularly active in maintaining a safe, effective and harmonious atmosphere by:

1. "patroling school grounds and paths home"
2. "volunteering in classrooms"
3. "monitoring federal programs"

4. "participating in homework training sessions and school improvement activities"

5. "keeping themselves and others informed of activities and issues through newsletters and conferences"

Teachers promote academic achievement through teaching strategies which take differences in learning styles and preferences into account. They also take steps to increase their professional development. Teachers do so by:

1. "using small group instruction and learning centers"

2. "participating in activities and sessions to upgrade their teaching skills on a regular basis"

3. "collaborate with parents, students and other teachers to improve the educational experience"

Profile Five:

In his work "Beyond Statistics: Doing Something About Dropping Out of of School", Peter Treadway suggests the following "core of school characteristics" are essential for programs aimed at prevention of drop outs out among high risk students. These are derived from a review of research on the subject.

General Characteristics:

> "There are consistent findings that a core of school characteristics relate to effectiveness: staff members who care, a focus on academics, expectations for achievement, active instructional leadership from principals, attention to individual needs of students, an orderly school environment, clear articulation and consistent and fair enforcement of decorous behavior standards, and good communication between home and school."
>
> (Edmonds, 1979; Venezky and Winfield, 1979)

Practices at the Elementary Level

Basic Competency and Literacy:

> "Schools ... should examine carefully their assumptions about children that drive the way literacy is taught, ... (and) learn a great deal about children's linguistic backgrounds before proceeding with any particular approach to teaching them to read."

Coorperative Learning:

> "Children of widely disparate ethnic and linguistic backgrounds ... (make) significant achievement advances in all areas of the core elementary curriculum (through application of) an instructional approach requiring students to act as 'teachers' to one another."

Instrumental View of Schools:

Teachers teach students that "academic success does not necessitate their abandonment of their own culture."

Teachers help students to "adopt an instrumental view of academic success as an avenue to achieving later career and economic success without denying their own roots."

Practices at the Junior High Level

Successful junior high schools provide for a "thorough diagnosis of students' learning needs when they enter (school)"

Junior highs with effective programs "make provision for extra counseling and attendance monitoring."

These schools "maintain close contact with parents regarding attendance and progress."

The most successful junior highs "assign (high risk) students to the most competent and caring teachers."

Profile Six:

Dale Mann, in "Can We Help Dropouts: Thinking About the Undoable" (Mann, 1986) notes that policy decisions often must be made without complete information. Immediacy of need often requires that "professionals ... make judgements about what seems to work." Mann suggests that this need has prompted many educators around the country address difficult problems with whatever resources and information they had available to them. He notes that "thankfully, school people never have waited for the analytical community to resolve the last issue before adopting a probably preferable practice." Mann offers what he refers to as "one person's opinion of what works."

1. "The best way to avoid a high school dropout is to make the elementary school more successful".

   He notes: "Going upstream to minimize school failure, maximize school success, and provide a foundation of basic skills pays high dividends".

   He suggests that the body of "effective schools" literature may serve as a resource for improvement of elementary school practices.

2. "Programs that seem to help have four C's -- cash, care, computers, and coalitions."

   cash:

   Mann indicates that it is necessary to realize that "basic teaching and learning, by itself is not enough." He notes that "there needs to be a link between learning and earning." Mann suggests that students need "experiences with both schooling and paid employment" in order to be successful.

   care/concern:

   Mann indicates that in order for caring and concern to be considered seriously, and become a regular feature of the school experience, schools must be smaller and the pupil-teacher ratio lower than is typically found.

He observes that "successful programs (are) small, with lots of personal contact; teachers (have) high expectations, (use) a wide range of instructional techniques, and care about student progress; students are challenged to succeed at feasible tasks, and (have) opportunities to take initiative and show responsibility" (Wehlage, 1983).

computers:

Mann notes the utility of computers in both "instructional management" and "student management"

coalition building:

Mann suggests that as the dropout problem is one which effects many parties, they should all be represented in efforts to resolve it. He notes: "If complex problems require ambitious solutions, the problem of early school leaving ought to implicate everyone -- schools, youth employment programs, civic agencies, parents, community-based organizations, business, and industry."

Profile Seven:

In their article, "The High Costs of High Standards: School Reform and Dropouts", McDill, Natriello, and Pallas, examine the potential effect on high risk students of the new standards promoted by the current reform movement in education. In this work they suggest that little value can come of the current call to excellence if nothing is done to ensure that all students will be able to perform in accordance with new standards.

The authors suggest that implementation of new standards should require not only students change, but that schools themselves be modified. They note: "A review of the literature on school organization (Hamilton, 1986; McDill, Natriello, and Pallas, 1986) suggests a number of features of schools that can be modified to increase the chances that at-risk students will succeed in achieving the new standards." The following are recommended as modifications which need to be made in order to establish "conditions under which at-risk students can succeed in schools":

1. Acknowledge there are certain "alterable characteristics of schools (which) increase chances (that at-risk students will be able to meet the new standards)."

   school size:

   "Small schools (300-400) students (Levin, 1983) with low student-to-adult ratios are viewed as having fewer disorders (Diprete, 1982; G.D. Gottfredson, 1984; McPartland and McDill, 1977; U.S. Department of Justice, 1980, Append 3), higher achievement levels (Levin, 1983), higher rates of student participation in extracurricular activities (Baker and Gump, 1964; Morgan and Alwin, 1980), and fostering stronger feelings of satisfaction with school life (Baker and Gump, 1964)."

   "Small schools are more personalized or less anonymous, have a more homogeneous student body, have more flexibile schedules, and have smaller classes."

2. Modify "structure and content of the curriculum."

"An indiviualized curriculum and instructional approach are crucial because psychologically disengaged students such as potential dropouts have substantial deficits in apptitude and achievement."

"Individualizing learning approaches, with course content, mode, and pace of presentation tailored to the individual student's apptitude and interests, is of major importance in order to prevent the sense of academic failure and low self-esteem characteristic of school delinquents, truants, and dropouts..."

"Self-designed and self-paced curricula which integrate vocational and academic subjects with work experience are promising because they enable the disaffected student to acquire salable skills and to preceive that his/her schooling is relevant to the work place" (Lotto, 1982).

3. Take steps to create a more positive and democratic school climate".

Governance:

"Particular attention must be given to "that component of the school environment which relates to governance"
(G.D. Gottfredson, 1984b).

"Climate encompasses a large number of potentially manipulable factors such as reward systems, clarity and consistency of rules and expectations governing social behavior, and degree of normative pressure in the school environment towards educational goals such as high achievement and intellectualism."

"The clearer and more explicit the school's rules, and the more firmly and fairly they are enforced, the less disorder that school experiences" (G.D. Gottfredson, 1984b).

"...Clear rules and and their consistent enforcement (is) essential to maintaining an orderly environment, which in turn, is crucial to high academic achievement" (Coleman, Hoffer, and Kilgore, 1982).

System of rewards:

"Since potential dropouts and students with behavior problems or more serious conduct disorders have typically obtained poor academic grades, they likely discount the validity or legitimacy of traditional academic evaluation system" (U.S. Department of Justice, 1980, Appendix 3).

Alternatives to the traditional academic evaluation system may include:

a. "learning contracts which specify both effort and proficiency requirements"

b. "token economies"

c. "grading systems which base evaluation on individual effort and progress" (Cohen and Filipczak, 1971; McPartland and and McDill, 1977; U.S. Department of Justice, 1980, Appendix 3).

Degree of normative emphasis on academic excellence by students, teachers, and administrators:

"... at both the institutional and classroom level schools vary in the extent to which their student bodies and faculties provide for support for achievement and intellectualism and such variation has been found to be related systematically to levels of student achievement and motivation" (Alexander, Fennessey, McDill, and D'Amico, 1979; McDill and Rigby, 1973)

Include student and parental involvement in governance or decisionmaking of the school (Amenta, 1982; Duke and Seidman, 1981; Maurer, 1982, U.S. Department of Justice, 1980)

Use peer tutoring and/or counseling (Odell, 1974; Romig, 1978; U.S. Department of Justice, 1980, Appendix 3)

Weigh merits of physical location of the treatment program: location within the traditional school setting versus location in a separate location (Harris, Hedman, and Hornig, 1983; Robbins, Mills and Clark, 1981)

Profile Eight:

In "School Dropouts - A Discussion Paper" (Camp, and Monagan, 1980), a number of programs are identified which serve high risk students and dropouts. Identification of programs was based on an extensive review of the literature, interviews with state-level education experts and staff, and on-site visits. Programs which best serve these students are those which offer a variety of programmatic and instructional models. Authors note that diversity is essential as "it is inherently unlikely that a single institutional model can provide a successful transition (through school) for the diverse population of California's young people."

The authors suggest that the state's almost exclusive reliance on "an academic oriented, highly structured classroom model" is a major factor in creating conditions which lead to high risk and dropping out. However, they note that inspite of the predominance of such models, "there are (still) a number of programs (which can) assist young people who are at risk of dropping out of schools." In order to create successful programs it is essential that the following occur:

1. Schools should promote incorporation of diverse learning opportunities, teaching styles and formats.
2. Students should be awarded credentials reflecting diverse achievements. This would require development of competency tests reflecting differing backgrounds and the diverse achievements of students.
3. Local agencies should be considered the appropriate place to determine what programs suit local needs and assume responsibilities for carrying them out.
4. State administrative and legislative bodies should be considered the appropriate agencies for setting goals, defining state and local roles, providing technical assistance, and coordinating programs.

5. Local schools should be assigned specific goals for reduction of dropout rates: monitoring to be done at the state level.

6. The assumption should be made that most local agencies do not need more laws, regulations, new programs or even money. Existing programs must focus on goals that identify an intent to promote diverse ways of serving young people and specific ways to monitor achievement of such goals.

7. Closer cooperation and coordination should be promoted (in all programs) between the state educational system, community, and private sector. All of these entities should share in training students and helping them make a successful transition between school and the world of work.

Effective Practices and Programs Observed by Type of Program

1. Attendance Programs:

   - expectations and outcomes are clearly defined

   - policies are consistently enforced

   - programs are developed with assistance from community, parents, and students

2. Continuation High Schools:

   - flexibility in class and school size

   - flexibility of curriculum and use of individualized learning approaches

   - inclusion of counseling services

   - committment to general education and acquisition of basic skills within the context of transition to work or advanced studies

   - provision of technical assistance and monitoring by the State Department of Education

3. Independent Study:

   - use of independent study with wide range of students, including gifted students

   - use of extensive networks to support activities and goals of students and staff

   - employment of well-trained, creative, and committed staffs

- have clearly stated goals, expectations, tasks, means of evaluation and record keeping

4. Vocational Education:

variety of successful approaches are being utilized, including:

- creation of career models which may be incorporated into curriculum of almost any content area district-wide — used in combination with creation of career centers at selected high school sites

- creation of career techinical parks involving partnership between vocational education staff and local business leaders in classroom instruction and student placement in jobs

- use of "50/50" programs in which district agrees to pay half of students' wages as a catalyst for student placement in jobs in the business community

Profile Nine:

Mark Blume and Stephen Spangehl, in their work entitled *Developing Educational Programs for the High Risk Secondary School and College Student*, (Blume and Spangehi, 1982), emphasize the need for comprehensive evaluation of existing programs and practices which have been found to be effective with high risk students. The authors present a model which serves to integrate effective past and present actions. They suggest this model may also serve as a guideline for future decisions and actions. The authors recommend the following be considered with respect to program and policy decisions effecting high risk students.

Curriculum:

- integration of diverse cultural traditions into the curriculum in order to strengthen the committment of the minority student to the educational process, and to foster appreciation of diversity among non-minority students
- require a common core curriculum of all students
- eliminate "separatist" progams — mix of students in all programs should be balanced
- utilize the learning lab approach with high risk students, as well with the high ability groups as a method for improving and perfecting skills
- encourage peer tutoring and group tutorial sessions
- link career education with on-the-job work experiences

School Organization and Administration:

- centralize coordination, supervision, and evaluation of all institutional programs serving high risk students
- set clear educational policies and program goals
- encourage parent and community involvement

Instruction and Teaching Staff:

- instruction should be done at a level which is challenging but not beyond comprehension and skill level of students

- instruction of students in higher order skills and in the process of learning how-to-learn

- active collaboration between teaching, counseling, and support staff on program design and evaluation

- treatment of teachers and counselors as peers by the administrators in the problem-solving process

- public recognition of teachers and students for their efforts and achievements

- linkage of tenure and other promotions to student advancement

Profile Ten:

The dropout prevention plan developed by Austin Independent School District (Austin Independent School District, 1983) is based on the premise that the issue of "holding power" must be addressed by a collaborative effort on the part of the school, community, central administration and alternative sites. Under this plan, it is encumbent upon all parties to: emphasize excellence in academic instruction for all students and to provide intervention for high-risk students; improve coordination and use of community resources; coordinate, support, monitor, and evaluate school and district efforts; and provide a range of alternative settings for high-risk students.

The plan establishes goals for each of the four entities which can be addressed at the current level of funding and with the present quantity and types of resources available to them. In addition, the plan establishes guidelines for: setting priorities, seeking new resources, redirecting resources in cases where they have not been utilized with maximum efficiency and effectiveness, and determining priorities for use of new funds should they become available.

The plan has identified the following factors as essential for enhancing school holding power:

1. strong administrative leadership for improvement of the quality of education
2. committment to effective utilization of class instructional time and continuous attention to "time-on-task" -- particular emphasis on appropriateness of tasks
3. committment to expansion of educational experiences of students, as well to as improvement of the quality of on-going experiences

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